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ANNUAL  
**GRAND JURY  
REPORTS**



**CITY AND COUNTY OF  
SAN FRANCISCO  
CALIFORNIA**





G R A N D J U R Y

OF THE

C I T Y & C O U N T Y O F S A N F R A N C I S C O

1 9 5 7

Foreman

BENJAMIN H. SWIG

Secretary

DARRELL W. DALY

- - - - -

PARK V. BOVYER

DR. ARTHUR M. JONCK

JOHN G. CAMPBELL

PETER LALLAS

MRS. CAROLINE M. CHARLES

E. WALTER MC CARTHY

PHILIP DINDIA

ROGER H. NODEN

PETER GIOVANZANA

TERENCE J. O'SULLIVAN

ERNEST J. GREWE

CHARLES J. SCOLLIN

MRS. JEAN S. HAYS

MRS. LEONA SKINNER

HAROLD HOTCHNER

WILLIAM A. STRACHAN

LESTER E. WEAVER

\*\*\*\*\*

Impanelled January 11, 1957

Discharged January 9, 1958

\*\*\*\*

David F. Supple  
Consultant-Statistician

-o-o-o-





GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

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December 19, 1957

Honorable William T. Sweigert  
Presiding Judge of the Superior Court  
City Hall  
San Francisco, California.

Your Honor:

Attached hereto are the final reports of all of the individual committees of the 1957 Grand Jury. They are lucid and complete and cover months of study and hard work by all of the members of this Grand Jury. I think it needless on my part to summarize or comment on them, for they speak for themselves. Each committee report bears the approval of the entire Grand Jury.

I must express my appreciation to you for the very careful selections you made in your appointments to this Grand Jury. It has been my privilege this year to work with a splendid group of men and women, all of whom without exception dedicated themselves in a conscientious effort to better conditions in our beloved city of San Francisco. It has been a matter of personal gratification to me to have had the honor to serve as their Foreman.

A few of our accomplishments require comment. Investigations on our part caused recommendations to be made to the Municipal Railway, for certain safety measures we felt should be adopted to lower the bus accident record. These were immediately put into effect by the Railway management. We have also instituted research into the operations of the Youth Guidance Center, which should shortly bear fruit. Incidentally, we have re-instituted the practice of returning indictments on Thursdays, following the Monday night meetings at which time the indictments were voted. This has served to speed up the wheels of justice by several days.

Shortly after we were impanelled, it became evident to us that the vicious narcotic traffic was the major cause of crimes of violence in San Francisco. We quickly held meetings and a round-table discussion. We gathered all information available from all of the law-enforcement agencies, to acquire a foundation of facts from which we could proceed. We thereupon decided that this problem would be our number one target for the year.

Rather than comment further on the results obtained, I take the liberty of quoting in full the San Francisco Examiner editorial dated just nine days ago, December 10, 1957:



## "A SPLENDID WORK

"The San Francisco Grand Jury now completing its year of service has earned the community's gratitude for reorganizing and revitalizing the forces at war with the narcotics traffic. During the course of its fine work the grand jury also developed a follow-through technique in dealing with public officials that later grand juries could well adopt as a model.

"Early in its existence the grand jury became aware that almost half the criminal cases brought before it could be traced directly or indirectly to narcotics. As the commonest example, a very large proportion of the robbery, burglary and theft cases resulted directly from attempts by addicts to get money to feed their habit.

"The grand jury decided to make narcotics its special concern for the entire year. It set up a special narcotics committee to which Foreman Ben Swig named Harold Hotchner as chairman. The committee went looking for the root causes of poor enforcement and found plenty: lack of co-ordination among enforcement agencies, an undermanned and outmoded approach to narcotics in the police department, use of antiquated detection techniques.

"The grand jurors were aware that public officials have a habit of filing and forgetting grand jury recommendations. When they decided what needed to be done on the narcotics enforcement front the unpaid grand jurors took time from their own affairs to push and guide their recommendations through all the many steps in the City Hall maze.

"The major item to the grand jury's credit is the \$50,000 appropriation setting up a modern, well equipped and sufficiently large narcotics unit in the police department. When, as expected, the drug nalline is soon put to use to detect addiction, that too will be a result of the grand jury's work. Finally, the grand jury brought about measures of co-operation among Federal, State and local narcotics agencies that will in time bear fruit. In sum this was a splendid accomplishment by a body of determined citizens."



This has been a working Grand Jury, and its record is worth emphasis by me, as its Foreman. The average attendance has been 82%, and we have never lacked a quorum. There have been 225 persons indicted and 201 indictments returned, which are the highest numbers of both defendants and indictments in one year in San Francisco's history. This is not at all indicative of an increased crime rate; it merely points up the fact that this Grand Jury has been one of increased service to the City and County of San Francisco.

I have observed with gratification the activities of both Thomas C. Lynch, our District Attorney, and his Chief Deputy, Norman Elkington, in their various appearances before this Grand Jury in the presentation of cases for our consideration. I wish to pay them my highest compliments for their deportment as gentlemen and their abilities as attorneys. The City of San Francisco should be proud of both of them.

I wish to pay my respects to you, Honorable Sir, and state that I am deeply grateful to you for the confidence you have reposed in me. It has been a pleasure to serve as your Foreman on the 1957 Grand Jury. You have been an inspiration to us, and of incalculable assistance to us during the entire year. Please accept my heartfelt thanks.

The foregoing, plus the committee reports which follow, comprise our report of the activities of the Grand Jury in carrying out its prescribed duties during the year 1957. We have acted to the best of our effort, ability and judgment. We pray that our actions have been good and just and that they will lead to constructive results.

However, your Foreman feels that this report would be incomplete if it did not express, in some way, the feeling of privilege and deep satisfaction that all of us on the Grand Jury have obtained from our term of service. This is our best reward. It is the greatest reward that can come to the citizen of a free nation. It is the reward that comes from serving our government and its free institutions, our community and its people. Self-government is the ideal of democracy. As members of the Grand Jury we were given a sacred trust and a rare opportunity to participate in this self-government. I am sure that all of us have learned a great deal, and I am certain that it has made better citizens of us and deepened our sense of responsibility. Certainly we have gained more than we have given, and for this we are humbly grateful.

As we conclude our term of service to make way for another group of citizens to be entrusted with this important work, we do so with a fervent prayer that in the judgment of God and our fellow citizens our actions will have fulfilled our oath of office and will have been consistent with the principles of honor and justice, and that we may be regarded as worthy of the sacred trust that was placed upon us.

Respectfully,

BENJAMIN H. SWIG  
Foreman, 1957 Grand Jury of the  
City and County of San Francisco





## SPECIAL COMMITTEE ON THE NARCOTIC INVESTIGATION

In order to make this final report intelligible, it is necessary to incorporate herein the Interim Report of this Grand Jury, which was submitted to the Superior Court under date of June 13, 1957:

"Since its impanelment in January of this year, the Jury has heard evidence in, and considered, many criminal cases. It has returned indictments against 125 persons for various felonious offenses. Of these persons, 61 have been charged with violations of California's narcotic laws. From the evidence taken, it appeared that even in those cases not directly involving narcotics, a very high percentage had their origin in, or were related in one way or another to, the vicious and increasing traffic in narcotic drugs. Robberies, burglaries, assaults, murders, and crimes of all kinds frequently are perpetrated by persons under the influence of these drugs. Prostitution and petty thievery are nearly always resorted to by narcotic victims who must continue to supply their expensive addiction.

It soon became manifest to the Jury that the traffic in these drugs is by far the greatest contributing factor to the high incidence of crime in this state and city.

As it appeared that there was a serious question as to whether California's narcotic laws were being properly enforced, the Grand Jury, on April 15 of this year, commenced an investigation into this problem. During the course of this inquiry, many witnesses testified, including federal, state and municipal law enforcement officials. From the testimony taken, no evidence of misconduct was observed on the part of the various law enforcement agencies and officials concerned.

The Jury did, however, find that the enforcement of criminal laws relating to narcotics is inadequate, inefficient, and ill adapted to cope with this rapidly expanding criminal problem. These findings, which are set out in more detail in the following paragraphs, have prompted this report to the Court.

Contraband narcotics enter California in either one of two ways: from ships coming from foreign ports, or over the southern border of the state. The duty of preventing these smuggling operations rests with the United States Customs Service. This service, though capable and alert, is hopelessly undermanned, and therefore is unable to make any real contribution toward a solution of the problem. Witnesses estimated that between 95% and 99% of the attempts to bring narcotics into this state are successful. Although the customs service is beyond the jurisdiction of the courts and legislature of this state, it is hoped that Congress will



(Special Committee on Narcotic Investigation - continued)

do something toward added personnel at the various places of entry into this state.

Other agencies having to do with the enforcement of narcotic laws are the Federal Bureau of Narcotics, the State of California Bureau of Narcotic Enforcement and (in this city) the San Francisco Police Department.

An appalling lack of cooperation appears to exist among these various agencies. The investigation showed it to be decidedly in the public interest for them to work together harmoniously. There is much need for an exchange of information among them. When a narcotic arrest is made at the state or local level, it is highly important that the agencies of the larger geographic areas be fully advised and be given an opportunity to question the suspect. In this way, leads could be developed which would often lead to the apprehension of the so-called higher-ups in the traffic. Situations exist where undercover agents of one agency have been suspected and followed for days by officers of the other agency. There exists absolutely no cooperation between the state and federal narcotic bureaus. The relations between the San Francisco Police Department and the state and federal bureaus, while more cordial, are nevertheless wanting in some respects. In particular, the police department rarely complies with the requests of the federal agency for full information concerning the arrests. This situation is serious and calls for immediate correction.

A typical illustration of this lack of cooperation has occurred within the past week. On Friday, June 7, the San Francisco police, after an extended investigation and surveillance, arrested a narcotic suspect. This suspect turned out to be a federal narcotics operator who was at the time endeavoring to make a case on one Robert Pittman. This last named person was indicted the following Monday evening on another narcotic charge by this Grand Jury on a case made by the state bureau without the knowledge of either of the other agencies. The three agencies, acting independently, were working on what was substantially the same case without any one of them knowing what the others were doing. It requires little imagination to appreciate how much more effective their efforts would have been had they been acting in concert.

Evidence showed that on the state and local levels too little effort is being directed toward making cases on the big suppliers and dealers in narcotics. Hundreds of arrests of small addict peddlers are made yearly, but only rarely is a larger dealer apprehended. To some extent this condition arises because of inadequate funds available to undercover agents in making purchases of large amounts of narcotics, upon which a prosecution could be based. Lack of



(Special Committee on Narcotic Investigation - continued)

cooperation between the agencies contributes to the problem. In the main, however, it appears that a more intelligent direction of the efforts of trained agents would result in the apprehension of a far greater percentage of the bigger operators.

In San Francisco, hundreds of addicts and small peddlers are engaged in the business of selling narcotics. Most of them are addicts who do this in order to obtain money with which to supply themselves. These unfortunates deal in very small quantities. They are supplied by dealers who handle larger amounts, who in turn are served by a smaller group of larger dealers. This process continues until the few large importers and dealers are reached who deal in transactions involving thousands of dollars. At the very bottom of this traffic are the addicts with expensive habits whose own lives have been ruined. In order to supply themselves with the required drugs they must, and do, turn to all sorts of crime to secure the needed money.

To combat this evil, the San Francisco Police Department has a force of six men available, under the direction of the Bureau of Special Services. This is a wholly inadequate staff, and it is inadequately financed by the city. A serious question exists as to whether this detail should be part of the Bureau of Special Services. This bureau uses the greater part of its men, and spends by far the greater part of its time, on prostitution, gambling, book-making, and other forms of vice. It seems reasonable, since narcotics admittedly constitutes the most important and vicious source of crime, that the narcotics detail should be a separate unit under a trained and capable leadership. In order to properly perform its function, such a unit should be amply financed. This is important, since for all practical purposes a narcotic arrest is made only after a sale by a dealer to an undercover agent or informer. Since for many reasons the arrests are delayed, the money is rarely recovered.

A newly developed drug, "Nalline", has been found to be very effective in combating the narcotic evil. Through its use the authorities are able to determine whether or not a person is an addict or if he has recently taken a narcotic drug. Through its use, parole and probation authorities can determine whether their charges are avoiding the use of narcotics - a fact otherwise very difficult to determine. This drug is used in Oakland and in several other California cities. Through its use, parolees and probationers, knowing that a use of narcotics will be detected, tend to desist from further use of them. This makes a permanent cure more probable, and substantially cuts down the incidence of the crimes attending the use of narcotic drugs. San Francisco does not make use of "Nalline" at the present time.





(Special Committee on Narcotic Investigation - continued)

As a result of its investigation and the above findings, the Jury makes the following recommendations and urges that they be put into effect by the appropriate authorities:

1. The federal and state narcotic bureaus, together with the San Francisco Police Department, should collaborate forthwith for the purpose of establishing an effective arrangement for the exchange of information and close working cooperation on all levels. The Jury recommends that the Attorney General of California assume the responsibility of bringing the various agencies together for that purpose.

2. The enforcement of the narcotic laws in San Francisco should be taken away from the Bureau of Special Services of the San Francisco Police Department.

3. A narcotic detail should be created and be made a part of the Bureau of Inspectors of the San Francisco Police Department. A minimum of twenty capable men should be assigned to this detail, at least four of whom should be trained undercover agents. This detail should have made available to it a sum of at least \$25,000 annually.

4. The San Francisco Police Department and the appropriate probation and parole authorities should institute the use of the drug "Nalline", to be administered by an authorized physician in proper cases where consent is given or where its use is made a condition of parole or probation.

The Grand Jury plans to continue this investigation and to report again to the Court at a later date."

Immediately subsequent to the filing of the above Interim Report, Foreman Benjamin H. Swig appointed the Special Committee on the Narcotic Investigation, to effectuate the four recommendations mentioned above. A meeting was held with Mr. Edmund G. Brown the State Attorney General, at which time he was requested to assume the burden of cooperation between the various enforcement agencies. Mr. Brown immediately complied with our request, and has been working on this problem since that time. An incident which developed within the last 30 days between the federal and state enforcement agencies, only serves to point up and emphasize the need for continual cooperation between them. We feel confident that an eventual solution will be found in this situation, by the Attorney General.

At our request, under date of July 2, 1957, the Police Commission submitted to His Honor the Mayor, a request for a supplemental



(Special Committee on Narcotic Investigation - continued)

appropriation to cover all of the recommendations of this Grand Jury, so far as the police department were concerned. The Mayor approved the entire budget request (with the slight reduction of one man) and the matter was then transferred to Mr. Harry D. Ross the Controller to prepare the necessary papers for the appropriation. Mr. Ross then notified this committee that -- where new positions were to be created -- it would be necessary that an ordinance be passed by the Board of Supervisors, and this could only be done when he would be in a position to certify that surplus funds were available for the purpose requested. He further informed us that funds were not then available.

Under the circumstances, the matter has been necessarily delayed until surplus funds became available November 1st, with your committee constantly in touch with the Controller. When the ordinance came before the finance committee of the Board of Supervisors, it was approved and (with two exceptions) finally approved by the Board of Supervisors, and signed by the Mayor. The two exceptions were:

1. The "Nalline" program was postponed for a period of two weeks for further hearing, from both the legal and medical aspects. After hearing both legal and medical testimony at the second finance committee meeting on this matter, the "Nalline" program received their unanimous approval and has been referred to the Board of Supervisors for their final approval.

2. Section 35.8 of the Charter which was amended last year when the Chief of Police's contingent fund was increased to \$25,000, at the same time limited him to this amount for the "investigation and detection of crime". Inasmuch as it is essential that the Chief of Police have an additional and separate Narcotic Fund in the sum of \$25,000 in order to complete the program recommended by this Grand Jury, the Controller has prepared and recommended that the Board of Supervisors submit a charter amendment to the voters at the next general election, for this purpose. This will be known as Section 35.8.1, and this amendment is now in the hands of the Board of Supervisors, and we are confident that it will be adopted by the electorate.

We wish to express our appreciation for the complete cooperation of Chief of Police Frank Ahern, and for the constant help of Controller Harry D. Ross, to this committee.

In conclusion we wish to emphasize the fact, that this Grand Jury has accomplished its purpose resulting from its intensive narcotic investigation, while still in office. It is an accomplished fact that the weapons for a separate Narcotic Squad with a total of 19 men with the necessary equipment, have been placed in the hands of the Chief of Police. This squad should be trained and activated within 90 days. Therefore it is with a feeling of satisfaction, that



(Special Committee on Narcotic Investigation - continued)

this committee now closes this report.

Recommendations

1. That the 1958 Grand Jury at the commencement of its term in office, again appoint a committee on narcotics, to continue and enlarge the work of the 1957 committee. Narcotics being evidently a never-ending problem, we further recommend that a Narcotic committee be a standing committee of all future Grand Juries.

2. That the 1958 Grand Jury give special attention and added pressure behind the passage of Charter Amendment 35.8.1 (for the Chief of Police's \$25,000 Narcotic Fund) when it appears on the ballot. In addition to the newly created Narcotic Squad, this sum is a must, to complete the picture.

HAROLD HOTCHNER, Chairman

LEONA SKINNER, Secretary

CAROLINE M. CHARLES

E. WALTER McCARTHY

ERNEST J. GRENE

PHILIP DINDIA



-O-O-O-

C O M M I T T E E

R E P O R T S

A D O P T E D

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## CONTROLLER; TREASURER; PURCHASER; RETIREMENT SYSTEM

### Controller

The Controller, Mr. Harry D. Ross, has been associated with the City government for twenty-five years. He has served half of that time as assistant controller, and since 1945 as controller. The controller is the chief fiscal officer, and his post is one of the most important in the City and County government.

Under the annual appropriation ordinance the controller is charged with the accountability of receipts and expenditures for the various city departments. The controller must rule on the legality of department expenditures as to compliance with charter and ordinance provisions. The controller manages the spending plan of the city, and it is his duty to see that budget appropriations made to various departments are expended wisely as needed and according to the plan.

The General Audit Division, staffed with trained accountants, makes monthly audits of the Treasurer's Office and the Airport, and periodical audits of various departments and special investigations. The Utility Audit Division, also expertly staffed, makes periodical audits of certain departments of the Public Utilities Commission.

The controller cooperates with the certified public accountants who are engaged to audit the accounts of the Municipal Railway, the Water Department, Hetch Hetchy System, Unified School District, and the Retirement System.

The Payroll Division is highly mechanized, expertly staffed and performs a number of complex functions in the auditing and preparing of time rolls, payrolls, salary and pension warrants, and state and federal income tax records. It is to be noted that this division is operating presently in crowded quarters, and it is the recommendation that it be more favorably located as soon as possible.

By direction of the Board of Supervisors, certified public accountants are appointed to audit the office of the Controller, and all reports of these audits and other statistical data compiled by the Controller can be found in the yearly report of his office.

This Committee feels that it would be unfair if it did not mention the fact that when the Finance Officers Association of the United States and Canada undertook to prepare and publish a manual of accounting and financial procedure which would be an acceptable standard for municipal and county governments, they chose the Controller's office of the City and County of San Francisco as a model.



## Treasurer

The Treasurer, Mr. John J. Goodwin, was appointed to the position of general clerk in the treasurer's office in May, 1930 and served in that department in various positions until 1947, when Mayor Roger Leppan appointed him as Treasurer, and since that time he has been elected to the office.

The office of the treasurer is governed by state law, the charter of the City and County, and ordinances of the Board of Supervisors. The treasurer is also charged with the administration of the Inheritance Tax Act, for which the county receives a commission not to exceed \$50,000 annually.

All monies received by the treasurer are deposited in active and inactive accounts in various banks. The money in active accounts are funds which are used to operate the City and County government and must be always available. The inactive funds may be, and are, deposited for periods of 30 to 180 days, but not to exceed one year. The rate of interest paid is based on the length of time the money is on deposit, in accordance with state and federal law. All funds in the treasurer's office are audited monthly by the controller's auditing staff.

During the fiscal year ending June 30, 1957, receipts were \$281,389,779.17 and disbursements were \$268,343,182.32. During the same period, interest earnings exceeded \$700,000.00, which is almost five times the cost of operating the office of the treasurer.

In accordance with section 31 of the Charter, the treasurer of the City and County of San Francisco is bonded for \$200,000 by the St. Paul Fire and Marine Insurance Company, Bond No. 11791065, in favor of the City and County of San Francisco and/or the State of California, for a period of one year commencing January 3, 1957. The bond was recorded on December 11, 1956, and is in the custody of the controller, as provided by Charter section 167.

Under Ord. No. 8075, Blanket Bond 404 C.B.C. 225 of the St. Paul Fire and Marine Insurance Company, expiring April 10, 1958, covers all employees of the City and County of San Francisco, under section No. 6 for fidelity, and under section No. 7 up to \$50,000 for any one employee or sums of \$50,000 for any one loss. The bond is also on file in the office of the controller.

The bond under section 14.4 covers all employees in the treasurer's office except three, for faithful performance. It is recommended that the bond be amended to include all employees in the treasurer's office under this section 14.4.

The City and County carries forgery insurance up to \$100,000 with Fidelity and Deposit Company of Maryland, policy No. 26.64-241B, for a period of three years commencing May 15, 1957. This policy is also on file with the controller.





### (Treasurer - Continued)

The Treasurer's office carries no burglary or robbery insurance either as to inside or outside risk. One precaution that is taken is that all checks for deposit are microfilmed for identification before being delivered to the bank messenger.

### Purchaser

Mr. Ben G. Kline, head of the Purchasing Department, has a tremendous responsibility in directing the activities of this department. It is the duty of this department to purchase material, supplies, equipment, and contractual services for all departments of the City and County and the Unified School District. All purchases must be and are made in accordance with the provisions of the Charter. In the purchase of items or services, bids are forwarded to all suppliers. Although the charter provides that the low bidder receives the order, the actual award must be made on the basis of the lowest bid that is nearest in accord with specifications and quality demand.

In this department there is a staff of well-trained personnel with each buyer responsible for his particular task. The Purchaser conducts weekly meetings of all the buyers and division heads. The purpose of these meetings is to discuss ideas and suggestions for the development of department operations and the meetings are productive.

This department maintains a warehouse and several storerooms which were checked by this committee. Excellent stock control and perpetual inventory methods provide efficient operating procedure. There is need for an additional general storekeeper for vacation and sick relief service for the smooth operation of the warehouse and storeroom work.

The Stores and Inventory Division is in charge of sales of items, equipment, and materials which are no longer useful to the city. In the fiscal year ending June 30, 1957, there was realized through these sales \$223,122.90.

The Repair Shops of this department repaired and maintained during the year all city-owned automobiles, trucks, and motor-propelled vehicles (except those of Public Utility). This department also maintained mechanical equipment for various other departments of city government. Funds for equipment maintenance and repair are provided mainly by appropriation to the various departments and then transferred to the Purchasing Department.

The Tabulating and Reproduction Bureau of this department provides a wide variety of centralized services and eliminates the unnecessary duplication of equipment and specialized personnel in departments of the city government. This bureau is separated into





(Purchaser - continued)

three locations in the City Hall and a consolidation into one location would be helpful.

Retirement System

The Retirement System for San Francisco City and County Employees was established on April 1, 1922 for miscellaneous employees, that is; employees other than teachers in the San Francisco School District, policemen and firemen. Teachers became eligible on October 1, 1925.

Under the New Charter, effective January 8, 1932, the Fire and Police Pension Funds, then existing, were combined with the funds of the miscellaneous employees in the Retirement System.

As of June 30, 1957, the membership in the System, exclusive of retired persons, totaled 19,502. Of this total 16,092 were miscellaneous members, 1,712 were members of the Fire Department, and 1,698 were members of the Police Department.

Accounting records are so kept under the Retirement System that the income, disbursements, assets, and liabilities referable to the miscellaneous employees, firemen and policemen respectively are separate. The funds are merged for investment purposes.

The Retirement System has always been on reserve basis with respect to service rendered after the various groups became eligible for membership, except for those firemen and policemen who were brought into the system in 1932, elected to remain on the non-reserve basis with respect to past as well as future.

The invested assets accumulated under the reserve system totaled the sum of \$190,786,323.28 on July 1, 1957. The fund is invested in United States Government, State and Municipal Bonds, public utility bonds, and railroad equipment trust certificates. The present rate of interest earned under the fund is approximately 3.43.

All investments are recommended by actuary and approved by the Retirement Board. There is approximately \$1,500,000 invested monthly. The final investment transactions will appear in the Controller's Yearly Report.

Employee's contributions start at \$6.73 to \$9.16 for men; and \$8.14 to \$10.57 for women, per \$100.00 earned, according to age at entrance. These figures are approved by the Retirement Board. Upon approval of the Retirement Board, members have a right to make additional contributions but no additional contributions are required by the City.



(Retirement System - continued)

The cost of administering the System is a liability of the City.

The System is administered by the Retirement Board which has exclusive control of the funds of the system. The present members of the Board are: John J. Ferdon, President of the Board of Supervisors; Norman S. Wolff, Assistant City Attorney; Harry J. Stewart, West Coast Life Insurance; and Belford Brown, Manager of San Francisco International Airport. There is also three members elected from the active membership of the System, who are: William F. Reed, Martin F. Warmuth and William J. Murphy.

Recommendations

1. Consolidate all the Automotive Shops under one single plant for economy of operation and avoidance of delay in the repair of emergency equipment.
2. Consolidate the Reproduction Bureau on one floor to better serve the various departments of the city.
3. Relocate the Retirement System from its present location to an available space in the Civic Auditorium, because of its growth and to safeguard the records.
4. Reclassify certain employees who now are classified as Porters but perform work of a Storekeeper in the San Francisco Hospital and the Laguna Honda Home, and place them in the classification of Storekeepers.
5. Remodel Treasurer's office, improve ventilation in the vault area, install bulletproof teller's windows to safeguard life and the \$300,000 in money and negotiable securities which are not now insured.

The Committee wishes to express its sincere appreciation to the various department heads and the members of their respective staffs for the courteous assistance and cooperation given to us during our visits throughout the year in the course of our examinations.

PETER LALLAS, Chairman

WILLIAM A. STRACHAN

CHARLES J. SCOLLIN



## HEALTH DEPARTMENT: HOSPITALS: LAGUNA HONDA HOME: HASSLER HEALTH FARM

The tremendous importance of a well regulated City Health Department is paramount to the health and welfare of its citizens. The vast scope of the Department, with all its ramifications, number of employees, and a multi-million dollar annual budget, assumes proportions beyond the ability of a health committee of the Grand Jury, to encompass in a one year time limit.

Therefore, this health committee of the 1957 Grand Jury is deviating entirely in its final report from previous committees. We are not as concerned with the physical aspects of our institutions, namely City and County Hospital, Laguna Honda Home and Hassler Health Farm, their building improvements and reconstructions, which are naturally to the good of efficient functioning, as we are in what makes them function. It is the staff, the personnel, the equipment and the general good management that makes for a well run machine. The on the surface aspects are evident as one sees them. Recent Bond Issues are taking care of present renovating needs to some extent. It is the all important internal setup we wish to stress.

It is most important for the Health Committee to meet with the Health Director, Dr. Ellis Sox. One is able to grasp some idea on the overall picture of the Health Department. San Francisco is fortunate in having a man of Dr. Sox's dedicated ability. We found all department heads to be most courteous and cooperative.

It is at this point that we wish to also follow along with the thought of previous Grand Juries in stressing the need of setting up the office of Public Health Administrator. The primary duties of the Health Director should be mostly concerned with the medical aspects of Public Health, which is his field. The business aspects of the problems should be in the hands of a capable business administrator, working in close liaison with the Health Director and the Chief Administrative Officer. We feel assured that such a procedure would benefit the city as a whole and the Health Department, that must at all times be in perfect operation and able to cope with any unpredictable disaster or epidemic. Both Dr. Sox and Mr. Brooks are in accord with this setup. The position has been asked for in previous budgets but subsequently deleted. We urge continued effort to create this all important appointment.

### City and County Hospital

San Francisco is fortunate in having one of the finest teaching hospitals in the nation. It has an accredited standing that cannot be jeopardized, and there is danger in that it might be. A fully accredited teaching hospital must meet standards set up by various medical boards. The medical schools of both the University of California and Stanford University, accept full responsibility in the staff wise hospital functioning. Residents and full time physicians are salaried. Internes, medical students and the visiting





(Health Department - continued)

and teaching staff are on donated time. Our outstanding medical people have been a dedicated group giving of their very valuable time and efforts, all of which has given the Hospital its standing of today.

However, the Universities have been accepting a financial load that has become unbearable. They have been, for proper functioning, forced to supply needed laboratory technicians and clerical help that should be the responsibility of the city of San Francisco. Besides replacing much of the outworn and outdated equipment. This responsibility they are no longer willing to accept. If they are given the tools, including adequate nursing, they will be happy to furnish the manpower and knowledge. If the two schools of medicine find it necessary to relinquish the hospital from a teaching standpoint, the city would be forced to employ all the medical staff at a tremendous cost and besides a marked lowering of medical standards. San Francisco must grant the adequate functioning wherewithal. It cannot afford to do otherwise. It is of extreme importance that future Health Committees of the Grand Jury schedule a meeting with the Executive Board of the Hospital at their first opportunity, and grasp the fundamentals that are of such importance.

Laguna Honda Home

With an average population of 1700, a rather difficult segment of citizens, and one-half hospitalized at all times, we found here an acute problem to say the least. We feel institutional care of this type of patient is as well handled as is humanly possible, by the staff. Building maintenance is being greatly improved and extreme steps have been taken to prevent any future pilfering, wherever possible, that no doubt is a problem in any institution or hospital of this size. Care of the aged is a difficult problem, be it indigent or otherwise.

Hassler Health Farm

A noble experiment that has now become universally discontinued, in the treatment of Tuberculosis is the maintenance of sanitarium for the exclusive treatment of this illness. This disease is fortunately on the control side, requiring the newer concepts of medication and surgery, rather than Sanitarium care. Our City and County Hospital has adequate facilities for the proper care of this ailment. The consensus of opinion is that Hassler as an adjunct to tubercular care is no longer necessary.

However, after much thought and discussion, with capable advice on this subject, the committee concurs in the thought that this 300 acres of beautiful country, with great future potential value, should be maintained at least on a standby basis, with the thought of use in the future, as possibly a Geriatric or Mental





## (Health Department - continued)

Health center. The incidence of these two latter conditions are greatly on the increase. Also a thought as a possible evacuation hospital if that occasion should ever present itself.

### Emergency Hospitals

Well staffed, well equipped ambulances and hospitals. A licensed medical man on duty at all times. A ten to twelve minute pickup from any given point is the average. The city can well be proud of its very efficient emergency service.

### Neighborhood Health Centers

These centers are located throughout the city with the thought in mind of reaching the more or less blighted areas. They are adequate and well staffed and play a very important part in the health education of the mothers of our future citizens. They should have continuous support, with our thought being to stress health education, rather than overloading the clinic status of the centers. Whether the centers should be built by the city or leased property, as most are at present, is a moot question.

Our committee has a real feeling as to the needs of our overall health problems. We realize the importance of public health to our citizens and would emphasize the point to lend all possible assistance in that direction.

### Accomplishments

This year our 1957 Grand Jury saw fit to grant its support to the passing of the State Mental Health Act at the last session of the State Legislature.

It has also given its full support to the installation of the Cobalt Cancer Treatment Machine at the City and County Hospital. We feel the powers that be will support our Health Department and Hospital, if not in one appropriation, distributing the financial load over a two or three year period, for proper functioning and maintenance. However, constant vigilance and effort must be continued. There is nothing more important than community health.

The Chairman of this Health Committee is most grateful to his Committee members for their unstinted cooperation and guidance.

ARTHUR M. JONCK, D.D.S., Chairman

MRS. JEAN S. HAYS

PHILLIP DINDIA

PETER LALLAS



## FIRE DEPARTMENT; DEPARTMENT OF ELECTRICITY

### Fire Department

The committee on the Fire Department conferred with the Secretary of the Board of Fire Commissioners, Thomas McCarthy, reviewing the progress of the Firehouse Construction and Reconstruction Program under the 1952 Firehouse Bond Issue which has been progressing satisfactorily.

The committee inspected various new fire houses under construction, and finds the work apparently progressing satisfactorily.

The committee finds the department in excellent condition and operating very efficiently.

### Department of Electricity

The committee, together with Chief Donald O. Townsend, visited the Plant Yard located at 264 Golden Gate Avenue and the various facilities located at 462 Duboce Avenue and the office of the Chief at 45 Hyde Street. It is very apparent to the committee that present operations, as conducted with the split of personnel, inadequate requirements, etc., should be terminated as soon as possible and all activities consolidated in a central location.

The committee understands that the Plant Yard at 264 Golden Gate Avenue was acquired about 1915 as a temporary site. Also, that this property has been condemned and the Fire Department has recommended that the building be torn down and the lot cleared of all debris. It is obvious to the committee that this property has long since been inadequate to efficiently serve the needs of normal expansion, and in the event of a disaster, it is the considered opinion of the committee that a possible major break-down of operations could occur.

As we previously recommended, \$24,000.00 was made available to the Department of Public Works on July 1, 1957, to provide plans and specifications for the proposed new Department Plant Maintenance Yard, and we further recommend that a supplemental appropriation of the required \$30,000.00 be made to complete the plans and specifications.

In conclusion, the committee strongly recommends that the proposed expenditure of \$1,385,000.00 be given favorable consideration in the 1957-58 budget hearings.

The committee concurs in the 1956 Grand Jury's recommendation that the Department of Electricity be retitled to Department of Communications and made responsible for the communications of all city departments.

PETER C. GIOVANZANA, Chairman

DARRELL W. DALY

CHARLES J. SCOLLIN



## PUBLIC UTILITIES

Endeavoring to acquaint themselves with the City's vast municipally-owned public utility enterprises, members of this committee made on-the-spot inspections of most properties, which are located not only in San Francisco but extend down the San Francisco Peninsula, into East Bay communities, across the San Joaquin Valley and into the high Sierra.

To give an idea of the scope of customer-services provided by the utilities departments, during the fiscal year ended June 30, 1957, the International Airport handled 3,684,830 passengers and 124,897,199 pounds of air shipments, the Municipal Railway carried 142,219,916 revenue (fare-paying) passengers, the Water Department furnished 142,963,090 gallons of water daily to its customers, the Hetch Hetchy Project sold 619,000,000 Kilowatt hours of hydro-electric power and the Bureau of Light, Heat and Power maintained 28,287 street lights to illuminate the City at night. To produce these services, the utilities provided jobs for 3,702 persons paying them in wages \$20,924,777. The utility departments have an appraised value of \$327,861,360 and the combined annual budgets amounted to \$76,498,742 for the last fiscal year.

In addition to the Public Utilities Committee, other Grand Jury members joined in inspection tours of many utility properties. Minutes of weekly Public Utilities Commission meetings were carefully reviewed and a number of conferences were held with various utility officials.

### International Airport

The \$25,000,000 expansion program is well underway. This program should be kept on schedule so San Francisco International Airport will be equipped to fulfill its role in the jet age.

The Airport fiscal picture is focused toward the principle of pay-as-you-go. Revision of rates and charges for use of field facilities, combined with growth of income from increased business at the Airport, give assurance that by 1960-61 the Airport should be out of the tax rate. Actually, no tax support is necessary this fiscal year, chiefly due to a surplus carried over from the previous year's budget. But some tax subsidy is expected during 1958-59 and 1959-60.

Airport and PUC officials seem fully adequate to the task of operating their air terminal efficiently and keeping it in step with the times. The Airport staff itself is comparatively small -- about 166. Additional personnel will be needed as the facility is expanded.





(Public Utilities - continued)

Hetch Hetchy Project

Anyone who inspects the Hetch Hetchy water and power project cannot help but be impressed with the amazing foresight of our city fathers who, more than half a century ago, envisioned and initiated this tremendous undertaking -- a fortunate venture which assures San Franciscans and its water customers with an ample source of pure water for domestic and industrial use at a time when much of the state is parched.

Unfortunately, not many San Franciscans can make personal inspection trips of the Hetch Hetchy system. In order to bring the story of Hetch Hetchy to them, it would be a wise public relations investment to have made a good sound color motion picture which could be shown at public gatherings, in the schools, etc.

The powerhouse construction programs are on schedule, with the Cherry Powerhouse scheduled to go into operation in July, 1960. Cooperation with irrigation districts and federal and state agencies sharing in the use of waters of the Tuolumne River continues to produce economies for the City and all concerned.

The official in charge of Hetch Hetchy also heads the Utilities Engineering Bureau, which includes supervision of the \$54,000,000 powerhouse construction program, the engineering for the Municipal Railway and the Airport, including the \$25,000,000 jet age expansion program, and the operation of the Hetch Hetchy water and power system.

Water Department

The adoption by the Public Utilities Commission of a statement of water policy was an important and necessary step, since San Francisco must safeguard the purity and adequacy of its water supply as it plans for its future needs. At the same time San Francisco must be cognizant of the needs of its neighbors in California and cooperate insofar as possible in helping solve the statewide water problem.

Many of the recommendations made in a general management survey have been put into effect and this department gives evidence of making forward strides in administration and operation. It seems remarkable that the personnel numbering 515 is no greater than when the City purchased the old Spring Valley Water Company in 1930, especially considering that the department distributes three times as much water today as then. And this is accomplished with rates to the consumer being 10 per cent under those charged in 1930.

This department uses its net income (\$3,308,866 last fiscal year) for retirement of bonds and capital additions. The costs for



(Public Utilities - continued)

betterments are heavy as facilities are built to serve new customers. Likewise, replacements are a constant necessity, and in this connection the Grand Jury supported by resolution this fall an appropriation of \$409,000 to reconstruct the dilapidated Bryant Street Yard which was built immediately following the 1906 earthquake and fire.

MUNICIPAL RAILWAY

Last spring the Grand Jury conducted an investigation of a fatal accident involving a streetcar and a motor coach at San Jose and Geneva avenues and made certain specific safety recommendations which were complied with to the satisfaction of the Grand Jury. They were as follows: 1) Traffic signals have been rearranged at said intersection to help prevent any further accidents of this kind 2) Safety checks on motor and trolley coaches have been tightened and all records and check sheets will be filed and retained for a period of not less than thirty days from date of inspection. 3) Running schedules have been reviewed so as to allow operators sufficient time to operate safely. 4) The Civil Service Commission in all future examinations for motormen and conductors requires the possession of a current valid California operator's or chauffeur's license. 5) A safety bus has been equipped and put into operation for the purpose of testing the sight and hearing of all operators at least once every four years.

The fiscal policy of this department is to provide a maximum of service at a minimum fare, with the deficit being made up by taxation. Tax subsidy last fiscal year was 14.5 per cent of the total budget of \$24,219,095. The Grand Jury concurs with this policy as long as the tax support proportion is reasonable. It is apparent that the Municipal Railway operation, both from the standpoint of service provided and economy to the passenger, ranks as one of the best transit systems in the United States.

A vigorous rider-promotion program, the increasing traffic congestion and other factors have resulted in a leveling off of the passenger and revenue decline which had averaged about five per cent a year since the end of World War II. A well managed public transit system, with an economical fare structure, is a necessity for San Francisco. City traffic planners should give every consideration to stimulating the flow and use of transit vehicles, each of which on the average carries as many passengers as do 35 private autos yet taking up space on the street equivalent to about two or three automobiles.

Several improvements, including track renewal on certain lines and the replacing of manually operated power stations with automatic stations, will have to be authorized sometime in the near future, and due to city charter restrictions the money will have to come from bonds approved by the citizens. Some of the contemplated



(Public Utilities - continued)

improvements will result in sizeable operational economies. It is our belief that funds for this work should be made available when needed.

LIGHT, HEAT AND POWER

This department is experimenting with new types of street-lighting, and expects to decide soon on a preference between two principal types -- tubular fluorescent lamps and color-corrected mercury vapor lamps. The program for improving street lighting in the City should be encouraged.

One problem needs correcting. Because state gas tax receipts are being used to finance a number of future major street lighting projects, the construction work is to be handled through the city Department of Public Works rather than through the utilities bureau of Light, Heat and Power. This work should be handled through the bureau, which is in the better position to know how and where this work should be done.

A lesser yet irritating problem is the unsightly outdoor storage of street lighting equipment in the University Mound Reservoir Yard. Much of this equipment is no longer of any value to the bureau. Either the equipment should be disposed of as surplus or a suitable place for its storage should be secured.

CONCLUSION

As a whole the utilities management and operation appears to be sound, aggressive and efficient. It is a branch of city and county government in which the citizens may take full pride.

The utility departments may be commended even in regard to long range planning. For example, the water facilities and needs for our citizens are carefully projected and planned well into the twentieth century.

TERENCE J. O'SULLIVAN, Chairman

ROGER H. NODEN

WILLIAM STRACHAN





## SUPERIOR AND MUNICIPAL COURTS; ADULT PROBATION

### Adult Probation Department

This Department is still very understaffed in comparison to other communities, and, therefore, the total services offered do not come up to the standards under which it should operate. This is particularly true with reference to supervision of those placed on probation. Supervision should be both correctional and protective in aspect. It is a fact that a major portion of each deputy's day is confined to investigative work, which practically eliminates, in many instances, supervision in the real meaning of the word.

Visits to the Adult Probation Department and observation by this Committee, confirmed the appalling lack of supervisorial officers in this Department. Many studies of this Department have been made by previous Grand Juries and by the National Probation and Parole Association. These have termed this particular phase of probation work, "arm-chair" supervision as rendered by our Adult Probation Department.

This very important "right-arm" of the Courts, continues to be burdened with an abnormal case-load per Probation Officer. In an endeavor to assist in this situation, your Chairman appeared before the Mayor in his open budget hearing in the Board of Supervisor's chambers and, also, later in his office to request additional Officers, instead of the two he had previously approved. However, none of the four were allowed by the Board of Supervisors.

We doubt if the public is aware of the importance of this Department. Its duties are manifold, in addition to their many reports to the Courts on matters concerning probation. The Family-Support Division is responsible for supervision of those persons on probation convicted of violating Section 270 of the Penal Code (failure to provide for minor child), as well as persons referred by the District Attorney or the Courts, for the purpose of making provision for their dependants under authority of Section 641.1 of the Welfare and Institutions Code, and other matters.

In the fiscal year 1956-57, the Family-Support Division had an average caseload of over 1000 cases with an average of 75 new cases per month. At the end of this fiscal year the total caseload was 1200, and during the year child support collections amounted to \$387,229.92. This is in startling contrast to the fiscal year which ended in 1950. At that time there were only 254 such cases under supervision, and \$92,171.95 was collected.

An Alcoholic Unit was instituted in the Department in April of this year. During the first three months of its operation, an operating plan was adopted which follows the drunk arrests through the police and court proceedings. This Unit also schedules individual interviews with all persons sentenced to the County Jail on a drunk charge, as a condition of probation.





(Adult Probation - continued)

In the report dated Jan. 10th 1957, submitted to the Controller by the General Audit Division of the Controller's Office, this Committee found that the Adult Probation Department audit showed \$15,462.00 in fines assessed by the Courts which remained uncollected at the date of the examination by the auditor, June 30, 1956. Included therein were many items assessed as far back as the calendar year of 1954. It is evident that any fines not collected during the term for which probation was imposed are lost to the City and County. Chief Probation Officer John D. Kavanaugh informed this Committee that inability to collect these fines was chiefly due to lack of sufficient personnel. Our investigation confirmed this fact.

Our Committee Interim Report dated April 15th 1957, now in the Grand Jury files, not only commented on the lack of personnel and uncollected fines, but also mentioned a change of procedure recommended by us to Mr. Kavanaugh. This suggested change covered a tightening up on the system of reports received in his office, on which his Department based their completed individual case reports to the Courts. We are happy to state that our suggestion met with the immediate and whole-hearted approval of Mr. Kavanaugh, and is now in effect in his Department.

Under the circumstances above outlined, it is the opinion of this Committee that the Adult Probation Department is performing very well, and we desire to commend Mr. Kavanaugh.

Recommendations

1. That sufficient funds be allocated in the next budget, for a reasonable increase in the number of Probation Officers assigned to this Department. We recommend that a survey be again made by the 1958 Grand Jury to this purpose.

2. That a special Collection Division be set up within the Department with sufficient personnel solely to handle fines and restitution.

Municipal Courts

These Courts appear to be functioning efficiently both in the Criminal Division in the Hall of Justice, and the Civil Departments in the City Hall, considering their present crowded quarters. We pay our compliments to Presiding Judge Hon. James J. Welsh and also Mr. Ivan Slavich, Clerk and Sect., for their outstanding work this year.

Superior Courts

With the completion of the new Hall of Justice scheduled for March of 1961, the Criminal Departments will have a much more



(Superior Court - continued)

effective set-up for their operations. At the present time, the Civil Departments are in intolerable crowded quarters in the City Hall with inadequate courtrooms, poor lighting, ventilation and acoustics. This Grand Jury endorsed Proposition "A" for the building of a new Courthouse, which measure came before the electorate November 5th. Unfortunately it failed passage by a relatively small margin. The problem, therefore, still remains.

The business of the Courts seems to be in excellent shape under the able guidance of the Presiding Judge, Hon. William T. Sweigert. Our Committee desires to express to him our deep appreciation for his constant helpful advice during the year.

Recommendations

1. Where fines are a condition of probation, longer probation periods should be granted. This change will give the Adult Probation Department additional time in which to appear before the Courts to request revocation of probation, when fines are not paid within the stipulated periods.

2. At the present time, jurors, witnesses, attorneys, litigants and spectators mingle freely in the corridors of the City Hall, thus endangering the proper administration of justice. This Grand Jury has already had before us one matter, mainly caused by this congestion, which gave us grave concern. We fear that other similar matters may have happened which did not come to light. Therefore, at the earliest practicable moment, we recommend that another proposition be submitted to the voters of the City and County of San Francisco to incur a bonded debt for the construction of a new Courthouse.

HAROLD HOTCHNER, Chairman

CAROLINE M. CHARLES

PHILIP DINDIA



## EDUCATION; SCHCOLS; LIBRARIES

### Education; Schools

#### 1. Tax limitation

The San Francisco Unified School District has always operated financially under the uniform tax limit set by the State, which up to this time we have never had to ask the voters to approve an increase in that limit. However, it has been common for school systems, including the large cities all over the State of California, to have gone to their local voters to get the ceiling raised in the case of the tax limit.

It is apperent that for the school year 1958-59, it will not be possible to meet the normal financial increases within the present tax limitation. The Superintendent has made a detailed study of this matter for the Board of Education and will recommend to the new Board when it is organized in January, to take action on the subject.

In the case of our school budget, maintaining the standards now established by the Board calls for an automatic increase in the budget each year of an amount between one million and one and one-half million dollars. This is due largely to two things: first, meeting the obligations of the established salary schedule which has increment provisions, and, second, establishing additional classes to serve the constantly increasing school enrollment.

#### 2. Continued growth of the school system

It is somewhat difficult for business leaders of San Francisco to realize to what extent the school population is growing each year since there is a general feeling among such leaders that the total population of the city is remaining at about 800,000. This school increase for 1956-57 over the year 1955-56 was 2,841. The recent reports just completed by the attendance office shows that this fall the school population is up 3,846 over the fall of 1956-57.

For some time we have realized through our careful study of population trends that each year the schools have been increasing between three and four per cent. over the previous year. This increase figured on the basis of an average of 30 pupils per teacher, means that each year we have to provide an additional 100 teaching positions besides the additional classrooms and supplies. This, in itself, represents a large automatic increase in the school budget which is uncontrollable. The other uncontrollable item which accounts for the automatic budget increase from year to year is the Board's obligation to meet the increments paid to teachers on the fixed salary schedule that has been adopted. Furthermore, the School Department, in handling its large staff of non-certificated personnel, follows the increases which are set for civil service by the City Hall.





## (Education - Continued)

### 3. Rehabilitation of school plant

The School Department has been following the policy of rehabilitation of the older buildings among the 130 schools. We consider this good business in that it not only protects the investment in public property but also represents a decided improvement in a neighborhood when an old building is rehabilitated and painted.

It is well for public bodies to encourage the school administration to continue this policy even on a greater scale as we also proceed to put up new buildings where necessary.

### 4. Tighter districting of high schools

San Francisco has always had a most liberal policy in the students' selection of a high school, school districting at this level being most limited. The two new high schools, approved on the last bond issue, will not be up for three years. In the meantime it will be necessary each year for the School Department to increase its restrictions in the attendance at certain crowded high schools. This, in turn, enables us to get maximum use of the schools which sometimes are at a greater distance from the students' homes. The necessity of this administrative policy must be appreciated by the parents and the public as we take steps to assure every high school student a full day of schooling these next three years.

### 5. Possible increase in junior college enrollment.

California's college population is increasing by leaps and bounds and will do so for the next few years. There will be a tendency for even the state colleges and universities to shift more of the 13th and 14th grade students to the junior colleges.

This presents the local district a problem of financing junior college education. Here in San Francisco two-thirds of the cost of our schools comes from local sources and only one-third from the State. If the State of California, in its State educational policy, expects to shift more of the 13th and 14th grade load to the local junior colleges, then it seems only fair that more State funds be provided to the local districts handling such college work. Otherwise, local districts will be assuming a greater and greater financial responsibility for public college education.

### 6. Federal school assistance

The Federal government, under Public Law 874, provides assistance to school districts in which at least 6% of the school enrollment represents children whose parents reside on Federal property or



## (Education - Continued)

who work for the Federal government on locations which have been removed from the local tax rolls due to Federal ownership. San Francisco has been such a district, and receives approximately \$400,000 a year from the Government.

The present law expires on June 30, 1958, and the Superintendent, with the direction of the Board of Education, has been doing everything possible to support new similar legislation, contacts in this matter having been made with our congressmen in Washington, and other steps having been taken. Should this legislation not be reenacted, then there would be another automatic increase in local school costs uncontrollable by the school administration.

## 7. Accomplishments of the administration.

(1) Administrative efficiency. Since taking office three year ago, the Superintendent has done everything possible to operate the School Department through efficient business methods which are comparable to those used in any large business or industrial organization. Many of the situations are comparable, since personnel, buildings, contracts, purchases, etc. are involved. There has been a reluctance to go out into broad new programs calling for substantial expenditures. Assistant superintendents, heading the different divisions, have been asked at budget time to consider savings in some areas as they wish to expand services in others, the argument being that it stands to reason that everything that is tried in school operation does not necessarily work and certain trial programs from time to time should be dropped just as others are added.

One step the Superintendent took this last time was to ask the Board of Education to ask the Retirement System for a refund of the School District's contributions into the local retirement fund in the case of teachers who upon retirement take their money out of the local fund and retire instead under the State fund. This proposition was placed on the ballot as Proposition "F" this fall, and passed by an overwhelming majority.

Some time ago, in anticipating the need of school property in growing sections of the City, the Superintendent recommended to the Board of Education that we sell the Commerce Athletic Field, the block bounded by Van Ness, Hayes, Franklin, and Grove Streets. This again seemed to the Superintendent to be nothing more than efficient and fair school management, since by selling such property we could secure money to buy property elsewhere in the City as needed. After this step was taken by the Board to have the Director of Property sell this block, then there was question raised as to the ownership of the land, as to whether it belonged to the School Department or to the City and County of San Francisco. The matter is now in the hands of the City Attorney's office. The taxpayers' interest would be protected in the long run if this matter could be cleared and if there



(Education - Continued)

is any benefit of a doubt, it be ruled in favor of the schools so that we could proceed with land purchases as needed in other sections of the City.

(2) "Keeping on top of the job." The ingenuity of the school administrative staff is taxed to the utmost in keeping up with the continued movement of families and school children in and out, and within the City of San Francisco. Neighborhoods change rapidly, involving an influx of students within the respective schools. The revision of school boundaries is an accepted routine procedure, many schools being redistricted in part each year. The administration continues its policy of moving bungalows and at times moving children by Municipal bus from one neighborhood to another to meet the emergencies of expanding and contracting school population groups in the various neighborhoods.

As a new school opens it means redistricting neighboring schools also. For instance, this fall the new Luther Burbank Junior High School opened to 1,000 students; in turn the James Denman Junior High School district to the west was changed to move more of its former students to the Burbank School, and in turn the Aptos Junior High School to the west of Denman was relieved from some of its overcrowding by changing its boundaries to move some of its students to Denman. Any school redistricting is done only after careful study by the School staff.

The administration works hard at this matter of knowing not only the details of school changes but the details of City changes, thus being able to have facilities ready each fall for increases as they have arisen in one section of the City or another.

This same policy of keeping abreast of the job is followed in the various other aspects of school operation.

(3) Progress with new building program. Architects are at work on the projects of the new building program which was approved at the polls last fall. In fact, two of these buildings will be going out to contract early in 1958. The speed in this program has been emphasized in order to get full advantage of the \$27,000,000 voted before building costs go up any further.

(4) The Superintendent realizes that staff morale is an important aspect of success in school operation. Besides councils of administrators which meet regularly to coordinate the effort, the Superintendent has a Coordinating Council of Professional Organizations which represents the various teachers and principals organizations.

(5) Delinquency. The School Department is doing everything possible to help in the control of juvenile delinquency. One of the big programs this last year was concentrated instruction in the high schools on the curfew regulations and similar information of which students should be aware.





(Education - Continued)

(6) Continued program improvement. Among the instructional improvement programs of note during the year were new instructional programs in electronics at the high school level and continued improvement of science instruction in the elementary schools. More attention is being given all the time to the gifted child, providing for him work that is comparable to his ability.

(7) Well-controlled schools. There is not a school in the San Francisco Unified School District that cannot be called a well-controlled school. It is appreciated that a school must be well ordered if the children are to get a good instructional program and if the teachers are to have the proper conditions for doing their work. There is an exceptional high standard of good order and discipline in the schools, and yet there is a good friendly working relationship between students and teachers.

The 1957 Board of Education was comprised of the following members:

Bert W. Levit, President  
C. C. Trowbridge, Jr., Vice President  
Adolfo de Urioste  
Mrs. Lawrence Draper, Jr.  
Charles J. Foehn  
John G. Levison  
Joseph A. Moore, Jr.  
Harold Spears, Superintendent of Public Schools.

We believe the City and County of San Francisco is very fortunate in having such outstanding citizens who have given unstintingly of their time in the important matters concerning educational activities. During the past year these people have been dedicated in the handling of educational policies in a most practical manner. They are justly entitled to be complimented on the handling and solution of many controversial problems which confronted the Board this past year.

The 1957 Grand Jury would like to take this opportunity of paying special tribute to Dr. Harold Spears, Superintendent of Public Schools. Under the administration of Dr. Spears, San Francisco has made great strides in the handling of educational problems and operates as a well-knit, smooth-running organization.

JOHN G. CAMPBELL, Chairman

JEAN S. HAYS

ROGER H. NODEN



## LIBRARIES

The Schools and Libraries Committee of the 1957 Grand Jury visited the San Francisco Public Library and some of its branches during the current year and discussed with Mr. Laurence J. Clarke many of the problems confronting the Library Department and also attended some of the Library Commission meetings to further ascertain the operation of the Library Commission pertaining to matters of policy which it considered.

In the first instance, the Committee recommended to the Grand Jury as a whole the question which had been raised under the 1956 Grand Jury recommendations as to the possibility of reducing the membership of the Library Commission from its present membership of 11, as provided under Section 43 of the Charter, to a Commission of 5. After studying this problem it was the considered opinion of the present Grand Jury that there should be no amendment to Section 43 of the Charter and so informed the Judiciary Committee of the Board of Supervisors who were considering this matter with a possibility of placing it on the November ballot. The Committee felt that there is a great deal of community work involved in connection with the Library Department and the members thereof serve without any remuneration and give a great deal of their time to Library Department matters and are performing an excellent civic contribution.

The major problem confronting the Library Commission during the present year has been the finding of an adequate location for the construction of a much sought after branch library in the North Beach District. Many sites were considered by the Commission and the final eventuality was a compromise which was arrived at by a committee appointed by Mayor George Christopher to study the matter along with the Commission and the selection of a site on the westerly portion of the North Beach Playground. The plans and specifications have already been prepared and have been approved by the Library Commission and the Recreation and Park Commission, and after approval by the Art Commission on November 4 will be put out to bid and construction will commence shortly thereafter with the possibility of the completion of this branch extension within the next eight months.

The building will cost in the neighborhood of \$165,500, funds for which have been made available in previous budgets.

On October 29 the Merced Branch Library, located at 19th Avenue and Winston Way, will be completed and after being stocked with books and furnishings installed should be dedicated and opened to the public early in December. This building is a magnificent addition to the Library Department and will serve the Park Merced-Stonestown, Lakeside, Lakeshore Plaza areas and possibly the Ingleside District with the likelihood that the present Ingleside Branch Library, located at Ashton and Ocean Avenues in rented quarters may be reduced to a station saving considerable money to the city.



(Libraries - continued)

No funds were made available in the budget in the current year for the extension of branch library facilities because of the economic exigencies of the moment, but it is hoped that the continued expansion of the library facilities will continue in carrying out the 1953 blueprint for the development of branch libraries throughout the city. This would entail the construction of branch libraries which are presently in inadequate rented quarters and the relocation of certain branches, particularly the Presidio Branch, the Noe Valley Branch and the Golden Gate Valley Branch to more adequate locations which have been declining in their usefulness because of the changing shifts in population and the development of those areas of the city. It was indeed unfortunate that the McCreery Branch Library at 16th and Market Streets was severely damaged in the earthquake of March 22 1957 and has been closed and condemned by the Department of Public Works and the building will be razed within the very near future. This building was the earliest branch in the library system, having been constructed in 1903. It had been severely damaged likewise in the 1906 holocaust and became the Main Library after that event, having been the gift of Mr. Andrew McCreery, an outstanding citizen of San Francisco. The site is on city-owned property under the jurisdiction of the Library Department, and its size, 137'6" by 137'6" could accommodate an excellent branch library with adequate parking facilities being made available for this very congested area of the city.

During the year also, the Library initiated its first Bookmobile Service, serving fringe areas of the city - Hunters Point, Miraloma Park and Outer Mission District and since the McCreery Branch Library has been closed has been making stops each week at this location. This service, the Committee estimated, has been extremely popular in these areas and the stops at the various schools have been very heavily patronized by the school children of the city, particularly in those schools where no libraries have been made available.

Another problem which has been under the consideration of the Library Commission has been the question of the housing of the Sutro Library Collection which had been left to the State of California in 1917 and has been housed in the San Francisco Public Library since 1923. It is presently inadequately located in the basement area of the Main Library where steam pipes and other hazardous conditions prevail. This collection is valued, according to a recent evaluation, at approximately \$2,000,000. It was first thought that the State might find quarters elsewhere, but after due consideration, the Library Commission, by rearranging its stack areas and other facilities and services, has offered the State approximately 9,000 square feet of space in the building, which will bring the collection to the first floor and provide quarters where it can be properly used by the citizenry and displayed for their benefit. The Commission should be congratulated on the excellent solution to this problem in maintaining this magnificent collection within the Library Department System. It should be pointed out, however, that the State will pay all costs when the final agreement is reached of transferring all of the materia





(Libraries - Continued)

from its present location, refurbishing the area they are to use and also the moving of the present services of the Library Department to other sections of the building.

It is also pointed out to members of the Committee that the San Francisco Public Library has only 145 full time employees as against an average of the ten large comparable libraries throughout the country which have full time staffs of 360 people. The San Francisco Public Library, because of this reason, has not been able to render proper reference, research and readers' advisor's service to the citizens of San Francisco and has not been able to develop its various agencies to their fullest extent and make them available to the citizenry. This is particularly noted with reference to the expansion of various departments in the Main Library, particularly the Documents Division and the Art Division and the expansion of other departments to more adequately serve the needs of the people.

As has been the problem for many years, the Committee estimated that there has been very little appropriated in the budgets for the past several years to augment the book collection to adequately serve the people. It should be pointed out also that the new branches which have been constructed - the Merced, Ortega, Marina, Parkside and Petrero - were all stocked, with the exception of a \$10,000 appropriation, from the regular book fund with an average expenditure of at least \$30,000 for each of these branches to provide their book collections. This meant that the other branches throughout the system had to suffer and it is indeed the recommendation of the Committee of the Grand Jury that adequate funds be made available in the next budget to keep up with book purchases, and when new branches are built in the future that sufficient money be provided for the purchase of book collections for new extensions.

In its survey of the Main Library Building, the Committee was made aware that no renovations of any consequence have been made since the Library was constructed in 1917 and that over the past few years money has been requested in its budgets to renovate the building to make it more functional and render better service to the people. The Library Department has plans to combine the Periodical Department and bound newspapers into one department and to move the present current unbound newspapers to the first floor of the Library Annex which is at 45 Hyde Street, which is now housing the Navy Department on the first floor which the Library gave up during the Korean crisis, and in the near future when the Navy Department vacates the premises this move will again be accomplished making more space available in the Main Library Building. It likewise would move the Music Department to the first floor of the building and use the Music Department's present quarters for the Art Department, which will bring some 90,000 volumes from the stack area to the open shelves for better use by the public. The present Periodical Room, it is understood, will then be made available for use of the Documents Department, an extremely important department in the Library which is now in



(Libraries - Continued)

very unfavorable and various quarters of the building with only desk facilities at one end of the Reference Department. In mind also is to make the present slow elevator service automatic and installation of elevators in the stack area, which, at the present time, is served by only one freight elevator and the employees who service the public from the stack quarters must use stairways, which is an extremely slow, hazardous and tiring method of service.

Also under consideration by the Commission, and drawn to the attention of the Grand Jury Committee, was the present inadequate location of the convenience facilities on the first floor of the Library. In its overall plans, it is considering removing them away from the present proximity, more particularly, the Children's Room, to other sections of the building and making them more commodious for use by the public.

The overall estimates of these costs, as prepared by the Department of Public Works, in cooperation with the library administration, would approximate \$175,000 to \$195,000 and would certainly make the present outmoded library building more functional than it is at the present time. This proposal would be in line with the recent Report on the Civic Center Planning which was released by Wurster, Bernardi and Emmons, which recommended that the Library Department remain in its present location and that such renovations as mentioned above be accomplished.

In conducting its survey of the Library Department, the Committee of the Grand Jury would like to submit certain recommendations which should be carried out at the earliest possible time; - they are:

- (1) As has already been recommended and evidently approved, or at least presently tabled, by the Judiciary Committee of the Board of Supervisors, that there be no reduction in the number of Library Commissioners as provided for in Section 43 of the Charter;
- (2) That the Administration make available, either through budget appropriations or a bond issue, sufficient funds for the completion of the Branch Library System and the renovations to the Main Library Building;
- (3) That the Administration give serious consideration to provide a more adequate professional library staff in order that better and more efficient service can be provided;
- (4) That in particular, trained Childrens' Librarians be provided for to carry on a more intensive childrens' library program which will cut down on the juvenile delinquency problem throughout the city;



(Libraries - Continued)

(5) That as books are the main objective of the Library, that more adequate book appropriations be provided in the budgets for this department; and, finally

(6) That consideration be given to an Administration survey of the Library Department, a matter which was considered by the Library Commission and requested in the budget for the current fiscal year to make fully aware to the Administration and to the citizenry of our City the needs of this very cultural institution of San Francisco.

The Library Commission for the year 1957 is composed of the following members:

Bert Simon, President  
Albert E. Schwabacher, Jr., 1st Vice President  
Rose M. Fanucchi, 2nd Vice President  
Rev. F. D. Haynes  
Campbell McGregor  
Mrs. J. Henry Mohr  
J. Max Moore  
Mrs. Hazel M. O'Brien  
S. Lee Vavuris  
Rene Vayssie  
Dr. Thomas Wu  
Laurence J. Clarke, City Librarian  
Frank A. Clarvoe, Jr., Secretary to Commission

The Schools and Libraries Committee of the 1957 Grand Jury was very much impressed by the accomplishments of the Library Commission for a job well done, and would like to pay special tribute to Mr. Frank A. Clarvoe, Jr., Secretary, and Mr. L. J. Clarke, Librarian, for the great amount of ability and devotion which they have brought to the successful handling of this important phase of San Francisco's education and cultural development.

JOHN G. CAMPBELL, Chairman

JEAN S. HAYS

ROGER H. NODEN





COUNTY CLERK: PUBLIC ADMINISTRATOR

County Clerk

An increase in activity in all departments of the County Clerk's office characterized the 1956-57 fiscal year.

Civil filings increased for the first time in four years. 10,309 new suits were initiated during the last fiscal year, compared with 10,080 for 1955-56.

From a financial standpoint, the year 1956-57 was successful also. Revenue from fees collected for services rendered in the County Clerk's office increased generally. In the General department the receipts were \$93,226 compared with \$90,883, a gain of \$2,343. Probate department collections totaled \$69,700 against \$68,888 for the previous year, a slight increase of \$812.

At the last session of the Legislature a new fee bill was enacted which should add approximately \$20,000 annually to the office revenues. This increase should help to equalize the cost of court operations between the litigants and the general rate payers.

During the current year, the Clerk's office was called upon to handle an unprecedented volume of Superior court work. Several extra sessions were added to cope with the existing backlog on the trial calendar. As many as five extra judges have been assigned in addition to the twenty-two regular Superior judges.

An innovation in the Superior courts in California is the pre-trial system, commenced last January. The additional clerical work entailed in this operation necessitated a request for an additional employee. The pre-trial system has proven successful and will in all probability be made a permanent part of the court structure.

Additional space requirements of a central telephone exchange in the basement storage area has resulted in a renovation of our filing facilities in order to utilize every available foot of space to capacity. Standard shelving, similar to the type in use at the Records Center will be installed, replacing obsolete wooden drawers and cabinets.

This department, under the able management of Mr. Martin Mongan, has operated most efficiently and is deserving of high praise.

Public Administrator

Currently an audit of the accounts and records of the Public Administrator is being examined by Gino P. Cecchi, Certified Public Accountant, and his staff, under contract with the City



(Public Administrator - continued)

Controller. This audit covers all of the accounts and records of the Public Administrator and of the various estates in his hands for the period ending June 30, 1957. No irregularities or discrepancies have been discovered or reported to Mr. W. A. Robison, Public Administrator for the City and County of San Francisco.

There has been a satisfactory reduction in the closing of old estates and of the number of open estates on hand at the present time.

During fiscal year ending June 30, 1957, 1275 investigations were made as compared with 1217 the previous year; 490 new estates were received as compared with 498 the previous year; the number of open estates on hand at the end of the fiscal year was reduced to 778 as compared with 803 at the end of the previous year. The number of open estates on hand is an indication of the efficiency of the office in distributing and closing estates within a reasonable time. This is the first fiscal year within the past five years that the number has been reduced to less than 800 open estates.

There has been no change in the permanent personnel of this department and it appears to be large enough and correctly classified. We would recommend, for consideration, the addition of temporary personnel during the vacation season, to provide more efficient operation and to render adequate service. This recommendation would provide for the employment of one legal stenographer annually, for a period of four months.

The permanent personnel of the Administrator's office consists of:

- 1 Public Administrator
- 3 Attorneys at Law
- 2 Estate Investigators
- 2 Bookkeepers
- 8 Legal Stenographers and Typists

The entire crew of the office is on a straight salary basis. The fees of the Public Administrator and of his attorneys, derived from probating of estates, are paid into the general fund of the City and County of San Francisco. Revenue of the department for the year ending June 30, 1957 has again exceeded that of the previous year, being over \$208,000. Following is a comparison of the past six fiscal years:



(Public Administrator - continued)

<u>Fiscal Year ending June 30</u>	<u>Number of New Estates</u>	<u>Gross Revenue-Fees of Administrator and his Attorneys</u>	<u>Total Operating Expense</u>	<u>Net Operativ Profit</u>
1952	445	\$144,856	\$71,481	\$ 73,375
1953	496	\$108,133	\$70,207	\$ 37,926
1954	513	\$120,613	\$79,140	\$ 41,473
1955	514	\$160,006	\$84,118	\$ 75,888
1956	498	\$195,508	\$90,236	\$105,272
1957	490	\$208,765	\$95,784	\$112,981

On October 30, 1957, the office of the Public Administrator was moved from room 463 to room 375 City Hall, thus gaining slightly larger quarters. In order to derive full benefit of the move, however, some shelving and a small amount of new furniture will have to be provided. Coincidental with the move to new quarters was abandonment of obsolete telephones and installation of a modern key telephone system which will facilitate the business of the office.

JOHN G. CAMPBELL, Chairman

PARK V. BOVYER

HAROLD HOTCHNER





## BOARD OF SUPERVISORS

Your committee of the Grand Jury appointed to review the affairs of the Board of Supervisors respectfully presents the following:

During the year the committee has had the opportunity of closely observing the work of the Board and its several committees. We noted that the respective meetings were conducted in an efficient and orderly manner.

The Board is the legislative body for the City and County of San Francisco.

Office facilities both for Board members and for operation within the Clerk's office are most inadequate. No provision is made for citizens who desire to confer and discuss public matters with the several Supervisors. This means that additional space is needed and means should be taken to provide same.

By a vote of the citizens at the last general election it was voted that the salary of a Supervisor be \$400 monthly.

We were agreeably surprised to learn that the Supervisor's duties not alone calls for attendance at the regular Monday's meeting but practically everyday during the week at some committee meeting.

In July of each year the Supervisors sit as a Board of Equalization during which time the Board receives and passes upon applications for adjustments in property valuations and assessments.

From time to time the Board is called upon to review certain sections of the present Charter. From our investigation of this phase of the Boards work we would recommend that the Board should initiate action towards the complete overhaul of the Charter.

A very necessary feature has been installed in the Chambers of the Board--a public address system.

We offer commendation to the Supervisors, as a whole, for their conscientious service to the public welfare, and we take this opportunity to commend the members of the Finance Committee for a job well done.

The operation of the Clerk's office is under the able and well managed supervision of John R. McGrath who has a very competent crew of office clerks and stenographers.

PHILIP DINDIA, Chairman  
PETER C. GIOVANZANA  
TERENCE J. O'SULLIVAN



## CHIEF ADMINISTRATIVE OFFICER

The Committee's Assignment: Pursuant to Section 982 of the Penal Code

'It shall also be the duty of every grand jury to investigate and report upon the needs of all county offices in its county, (in this case the Office of Chief Administrative Officer) including the abolition or creation of offices and the equipment for, or the method or system of performing the duties of, the several offices, and it shall cause a copy of such report to be transmitted to each member of the board of supervisors in its county.'

The Committee has been guided by two basic premises in its recommendations.

First, The charter framers deemed the functions of those departments falling under the Chief Administrative Officer to be administrative rather than policy making -- of a business rather than a government nature. The Committee found at the same time, that the Mayor of San Francisco as the elected chief executive of the city, is the indispensable center of responsibility and leadership for the policy performance of the city government.

Second, The Committee concluded that the Mayor must have help proportionate with the demands of his responsibility. The help must be built solidly and skillfully into the structure of the city government. It cannot be left to the temporary inclinations of each new incumbent at City Hall nor to temporary political expediency.

Finally, with the impending retirement of Mr. Thomas A. Brooks, after sixteen years of service as Chief Administrative Officer for the City and County of San Francisco, the Committee finds itself at a loss to express in words its deep felt thanks to Mr. Brooks for his cooperative assistance to this committee, and his unequalled service to the people of San Francisco.

## Findings and Recommendations of the Committee

The Committee finds that:

The managerial responsibilities of the Chief Administrative Officer require revaluation, and should be reinforced and clarified.

For that Purpose the Committee Recommends:

1. The Chief Administrative Officer as second-in-administrative-command under the Mayor, should be responsible for the effective operation of the City's administrative units; this to include the city personnel administration.



(Chief Administrative Officer - continued)

2. There should be a complete system of personnel administration clearly responsible to the Mayor, safeguarding the merit system and providing an effective career staff for administrative agencies of the city government.
3. A Data Processing Center should be established, which would be utilized on a calendar basis by various administrative departments of the city in order to:
  - a. reduce duplication
  - b. encourage better long range planning
  - c. speed up engineering calculations
  - d. reduce the operation costs of such a center by setting up a continuous schedule of operations.

#### Discussion of Findings and Recommendations

##### The Need for Improvement:

As in other large cities, one reason for failure of government organization to keep pace with transit, traffic control and other problems of complexity during the last twenty-five years, has been the result of change coming by rapid surges rather than through gradual advance.

We cannot return to the past, and restraint will not delay progress. Adjustment of local government to the new issues calls for imagination and drive on the part of the community leaders. But this is not enough; they must have the administrative machinery to translate their plans into actions. Without this, dynamic leaders can accomplish little, and average leaders can do nothing.

The quality of the city administrative machinery tends to hamper, rather than to facilitate, the conception and performance of substantial programs. Efforts at the center have been diverted from major issues to matters of routine and histrionics. Future delays can represent either a costly search for perfection, passive surrender to inertia, or partisan devices for avoiding change.

The Committee, therefore, urges that its proposals be immediately considered, evaluated and placed into operation.

#### Section 1. Modernizing Personnel Management

Few are satisfied with the existing system of personnel management.





(Chief Administrative Officer - continued)

in the city government. In the first place, the Mayor receives little managerial help from the existing civil service machinery. But most important of all, present personnel practices, instead of raising the standards of administrative performance and facilitating the work of the line departments and agencies, have developed into a form of encumbrance. The departments must wait unendurably long for names to be certified to fill vacancies; they are forced to try to employ people at salaries which are internally inconsistent with each other (nurse \$350 per month, street sweeper \$400 per month).

Present personnel under Civil Service cannot look forward to a future of constant development commensurate to their personal and professional growth. Ability as well as longevity must be considered if we seriously plan to encourage quality, career-minded city employee.

Finally, by compelling departments to wait long periods for their appointments (thus encouraging, and virtually compelling, the widespread use of provisionals), existing personnel practices tend to discourage careers in public service, and have increased the use of temporary employment, which evades both the spirit and the letter of the merit system, plus adding to the "red tape" and increasing the costs to the taxpayers.

Make Personnel a Part of Management

Today's civil service system in San Francisco was developed more than twenty-five years ago to meet the personnel problems of the nineteenth century. It was related to the spoils system -- an effort to stop politics, with the result that both the entrance and the exits were well bolted. But this is not the world of 1932.

Jobs are still a principal currency used to pay for services of the faithful and the pressure for patronage appointments still exists. But guarding against this is only a small fraction of the total job of personnel administration. Yet, if a personnel agency is left as an island, far from the land of responsible operating management and without clear obligation to the executives of governmental programs, then no mayor, administrator or department head -- no executive anywhere -- can carry out his plan of action.

It is imperative that personnel be brought within the main stream of management responsibility in order that personnel activities are interwoven into the goals of government instead of an end in itself as at present!

Safeguard Against Favoritism

The fact that personnel needs to be a part of management does not call for the return to the spoils system. On the contrary, the increasingly technical nature of the City's task calls for competence



(Chief Administrative Officer - continued)

to be predominant, if not the sole basis of employment in Civil Service today.

Three conditions make this task less difficult than twenty-five years ago. (1) There has been a sharply emerging determination to regard the Mayor as responsible for safeguarding the Civil Service system. (2) There is now the long standing tradition of Civil Service. It cannot be publicly flouted; the Civil Service Commission, the City employees, the civic and labor groups, the newspapers and the public at large, would be outraged by glaring violations -- and the group responsible would lose more than it would gain by the violation. Under these conditions the merit system will not suffer from subterfuge as extensive as in years gone by.

Furthermore, department heads must have competent personnel in order to get their work done. So too the City Commissioners, themselves members of the administration in office, have increasingly become supporters of securing capable personnel, in order that their policies may be placed in operation on a sound basis and receive the approval of the public at large.

The Objectives of Personnel Administration

The Committee has kept constantly in mind the need for the integration of personnel management with the general management of the City, for strengthening and preserving the merit system and for building a complete personnel program with career development opportunities.

The highly important objective of management responsibility is met most fully by the Committee's proposal that the present personnel staff be placed under the Chief Administrative Officer. Thus personnel management will no longer be an administrative orphan, outside the mainstream of everyday operations. Instead it will be as much a central part of administration as is the Director of Public Works or Public Health, a development which has long since been reached in the best-managed organizations of business and government. Personnel will then be brought out of its isolation, and into the mainstream of City government and compelled to prove its worth in meeting the actual career needs of City employees and the managerial needs of department heads who are charged with getting the City's workload accomplished.

The Committee's personnel proposals have been prepared to safeguard and to strengthen the merit system. This objective is accomplished in the following manner:

- (A) Make the Mayor and the Chief Administrative Officer unequivocally responsible for the operations of the personnel system. This is important, for at present



(Chief Administrative Officer - continued)

the Mayor and the Chief Administrative Officer can say that personnel management is not in their hands and they are therefore not responsible.

- (B) The Civil Service Commission should remain as a further guarantee of the full protection of the merit system. It should have the powers of rule-making, hearing appeals from employees and applicants, and making investigations. It should hold the role as an independent, quasi-legislative, quasi-judicial, investigative body, enabling it to discharge its responsibility as a bulwark against patronage practices.
- (C) The Committee proposes that the existing valuable Charter safeguards against violations of the merit system be continued. These provisions (Section 140-145 of the Charter) require that appointment and promotions, and each salary payment to any person, must be in accordance with the merit system, and prohibit any member of the personnel agency to engage in political activities.

Foundation for a Personnel Program

The city has only the most rudimentary elements of a personnel program. It does not have an up-to-date job classification system (the last City classification study was completed in 1929), career development plans - with the exception of the accounting personnel -- do not exist, and departmental training programs are mere nebulous talk, while recruitment is weak. In short, the entire program has only the old negative "law enforcement" idea of motivation, due to charter limitations.

The Committee recommends the following points to strengthen the present system:

1. A position classification plan designed to establish adequate salaries, equal pay for equal work, and a system of incentives for outstanding performance. The last classification survey made of San Francisco's city government was twenty-five years ago. As a result the following type of situation exists: key punch operators are in great demand but the city rate of pay is below that of a typist. As a result, a city typist will not train to be a keypunch operator, as it would result in a loss of wages. Yet industry rates keypunch operators at \$50.00 per month more than typists.

2. The salary and wage plan. Too often the greater part of the personnel force are occupied with this survey each year. Percentage studies of departments, on a continuing basis of evaluatic





(Chief Administrative Officer - continued)

should supplant the present periodic, crash programs which tend to disrupt the other services of the personnel office.

3. A recruitment and selection program, geared to present day operations. Los Angeles is able to test many categories in two days as compared to our two weeks for a similar category. San Diego and the State of California use the 40/60 test system for many positions, in which the candidate is rated on a written exam up to 60% and 40% is graded upon an oral interview given by representatives of the personnel agency and the department concerned. We recommend that the present examination system, which allows copying, be abolished. In fairness to the job applicants, the examination should result in rewarding practical experience and ability, and eliminate the "memory sharks"!

4. A career development program. Those who perform most satisfactorily as employees must be rewarded with appropriate career opportunities; if they are not, the City will either lose them to more forward-looking employers, or "their incentives for superior performance will decline into industrious mediocrity", as pointed out by New York City's study on municipal government. Training plans need to be developed along the lines the Federal Government has developed for its Career Program. (Cf MANAGEMENT INTERN PROGRAM OF 1957 as issued by the United States Civil Service Commission.) The basic principles of such a program should be adapted by the personnel administration of our city to provide the employees with opportunities and to assist city executives and administrators in carrying out the work programs with high-quality, high motivated, career personnel.

The Committee wishes to point out that the City of Oakland as well as New York and other major metropolitan centers have brought the personnel unit under the Chief Administrator's scope of operation. The City of Oakland for example, encourages its employees to train for greater responsibility and to increase their efficiency, by taking courses related to their work at approved night schools. With the approval of the personnel department and their division chief, and upon satisfactory completion of the courses taken, the City of Oakland will pay one half of the course fee of the participating employee. A notation of this work is noted in their personnel file. Last year some 157 employees participated at a cost of less than \$4,000.00 to the City of Oakland. Here is initiative given a helping hand -- here are tomorrow's executives and administrators being trained on the job today!

One part of the federal training program calls for one year of "rotational training". That is, movement of the individual through several similar agencies and then assignment to one of these agencies at the end of the year. These are not clerical assignments nor repetitive or routine in nature; but rather keyed to conditions



(Chief Administrative Officer - Continued)

governing assignments to executive development purposes. Such programs would be invaluable to the Director of Public Works, Director of Public Health or the Manager of Public Utilities -- to mention but a few.

Conclusion:

If the Committee's recommendations are adopted, the present unsatisfactory system would be replaced by a personnel management system based upon the experience of well-managed organizations both in government and business.

Section II - A Data Processing Center

Compilation of data, control and storage of the data are now a critical problem of our city government. To cite a few examples of what is being done by other authorities let us note a few. New York City purchased an electronic computer for payroll processing. The machine performs nine distinct operations in a single pass through the machine, including accumulation of gross pay, withholding pay, social security and pension contributions, computation of interest, accumulation of total interest, summarization of all totals and rejection of "problem" cases -- plus elimination of error. Los Angeles Department of Water has a medium size computer for payroll processing and engineering studies. While Richmond has two small electronic units for use in billing, payroll processing and budgetary and cost accounting. To a greater or lesser degree, many other cities have entered the computer field.

In addition to tax computing and billing, utilities billing, retirement and insurance systems, payroll processing, engineering calculations, budget accounting and cost accounting, potential uses in municipal data processing can be found in police records, motor vehicle and traffic records, revenue accounting, statistical analysis for health records and research studies of various categories. When added to this the fact that some 15,000 characters can be read or written in one second on one inch of tape, the potential of these units becomes significant, as we look to the future work load and future growth of San Francisco.

The Committee does not see widespread cuts in city employment by the utilization of these machines. Both private business and government agencies which use electronic units at present have not reduced their personnel staff. Rather the trained personnel have been able to accomplish greater amounts of work and have been able to work on problems which were in the past considered out of the question due to the backlog existing at the present time, plus many new services were utilized. The need for highly skilled operators and programmers, and the elimination of the repetitive "drudgery-type" functions give the employee time to plan and think.



(Chief Administrative Officer - continued)

As one of the nation's distinguished mathematicians noted, this leads to: "the human use of human beings".

It is, therefore, recommended that feasibility surveys be implemented to determine the practicability of establishing a Data Processing Center, where functional consideration in sharing of equipment on a calendar schedule could be placed in operation. (Sample: Controller, Assessor, Tax Collector). From this could be developed a certain degree of standardization of record keeping practices between jurisdictions. Such surveys can best be accomplished by interdepartmental teams consisting of representatives of those departments whose operations can be easily converted to such processes.

The direction of such a project should be under the supervision of the Chief Administrative Officer. He should be sure that both management analysts and department technicians participate in these evaluations. And to further reduce costs, city-to-city contractual sharing of equipment should be considered.

The use of microfilm would greatly increase the area of valuable floor space now taken up by tons of records in City Hall and other city offices. One photographic reproduction unit, now in use, has made as many as 40,000 copies of documents in a single day of operation and reduced the storage area formerly used by two-thirds! The machine has also saved the city \$2,500.00 in temporary employment during the first month of operation. The total cost of the machine itself was \$2,250.00.

Conclusion:

The adoption of these recommendations does not mean that the Committee has found a panacea for our management ills. But the proposals do provide a realistic approach to the future considerations of administrative planning and present day management.

PROPOSALS IMPLEMENTING THE COMMITTEES RECOMMENDATIONS

Proposed revision of Section 61 and 140 of the Charter, Section 61.01, 140.01, and 141.01.

Department of personnel:

61.01 DEPARTMENT OF PERSONNEL, which shall include the functions and personnel of the existing staff at this time now under the Civil Service Commission. Said department shall be administered by a director of personnel, who shall be appointed by the chief administrative officer and shall hold office at his pleasure.





(Chief Administrative Officer - continued)

140.01 The personnel director shall have the following powers and duties:

To be responsible for the enforcement of the Civil Service law and for the performance of the administrative and regulatory personnel functions of the city government, including the following: installing, maintaining and improving the city's position classification plan by establishing and continuously adjusting the definition and scope of classes of positions, allocate positions to classes, and from time to time re-examine the duties and responsibilities of positions with a view to their possible re-allocation, and to submit each such classification plan to the municipal civil service commission for its consideration and action in accordance with the provisions of this charter and the civil service law.

In collaboration with the mayor's budget advisor, to develop salary and wage plans for positions and classes of positions, with provisions for related compensation matters for which uniform standards are needed, including vacations, leaves of absence and hours of work, and to submit such plans and standards to the board of supervisors for its consideration and action in accordance with the provisions of this charter and the civil service law.

Recruiting candidates for city positions, examining and evaluating such candidates, certifying the names of qualified candidates to appointing officers, and assisting appointing officers in the appointment and placement of new city employees.

Developing and supervising lines of promotion both within agencies of the city and from one agency to another so as to provide career opportunities within the city service, for evaluating employee performance and training programs for city employees, including programs for the development of professional and executive skills among employees.

Developing and supervising grievance and disciplinary procedures and policies affecting employees.

Developing procedures for the handling of appeals to the personnel directors for redress of grievances by city employees, and to hear and determine such appeals; but this provision shall not limit nor affect any right of an employee to appeal to the commission or to a court of competent jurisdiction in accordance with civil service law.

Assist the mayor, the chief administrative officer and the heads of departments and other agencies in the mediation and arbitration of labor disputes involving city employees.

Establishing and maintaining a system of personnel records and reports and conducting continuing studies of personnel problems.



(Chief Administrative Officer - continued)

Supplying information on personnel matters as required to the chief administrative officer, the mayor and the board of supervisors.

To prepare proposed civil service rules and submit them to the municipal civil service commission for its consideration and action in accordance with the civil service law, and to furnish to the commission such information as it may require for its decisions on rules and appeals, to attend meetings of the commission, to act as its secretary and to keep minutes of its proceedings.

To appoint a secretary, examiners and such other subordinates as may be necessary in the department of personnel and be responsible for the administration of the department and the direction of its technical activities.

To ascertain that all appointments, promotions and changes are made in the manner prescribed and in accordance with the provisions of the civil service law and other provisions of law not inconsistent therewith nor with this charter.

Powers and duties of the commission:

141.01 The municipal civil service commission shall have the following powers and duties:

To adopt and from time to time revise civil service rules in accordance with the civil service law.

To hear and determine appeals from disciplinary actions in accordance with the civil service law.

To make investigations concerning all matters touching the enforcement and effect of the provisions of the civil service law insofar as it applies to the city and the rules and regulations prescribed thereunder, or concerning the action of any officer or employee of the city and county, in respect to the execution of that act. In the course of such investigations each commissioner and the personnel director as secretary of the commission shall have the power to administer oaths. The commission shall have the further power to compel the attendance of witnesses, to administer oaths and to examine such persons as it may deem necessary.

ROGER H. NODEN, Chairman

DARRELL W. DALY

DR. ARTHUR M. JONCK



## APPENDIX A

### Reference Material

1. Grand Jury Reports  
1948-1956
2. Municipal Government Survey Advisory Committee  
City and County of San Francisco  
A Record Management Installation, January 2, 1952  
Accounting Project, January 15, 1952  
Purchasing Project, January 31, 1952
3. Material Relating to Management of Other Cities  
Los Angeles Commission for Reorganization  
of the City Government, April, 1953  
Municipal Year Book 1956-57  
Summary Report of New York City's  
Management Improvement Program, February, 1953
4. Other Reference Material  
The Hoover Commission Reports:  
    General Management of the Executive Branch, Feb.,  
        1949  
    Personnel Management, February, 1949  
Report of Special Study San Francisco Water Department,  
    1956

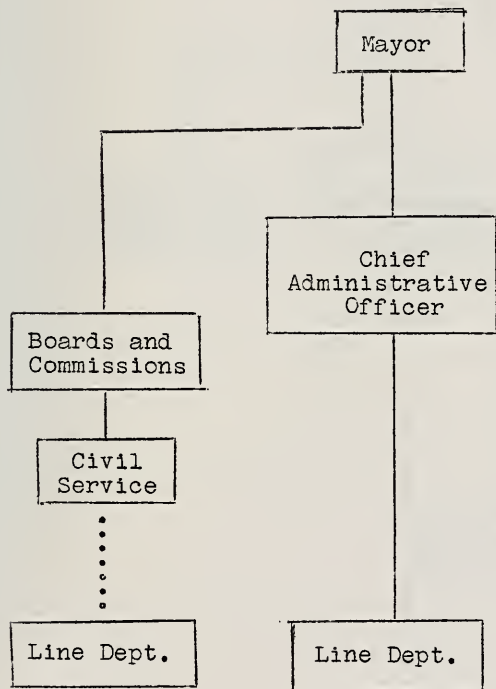




(Chief Administrative Officer - Continued)

APPENDIX B

Present

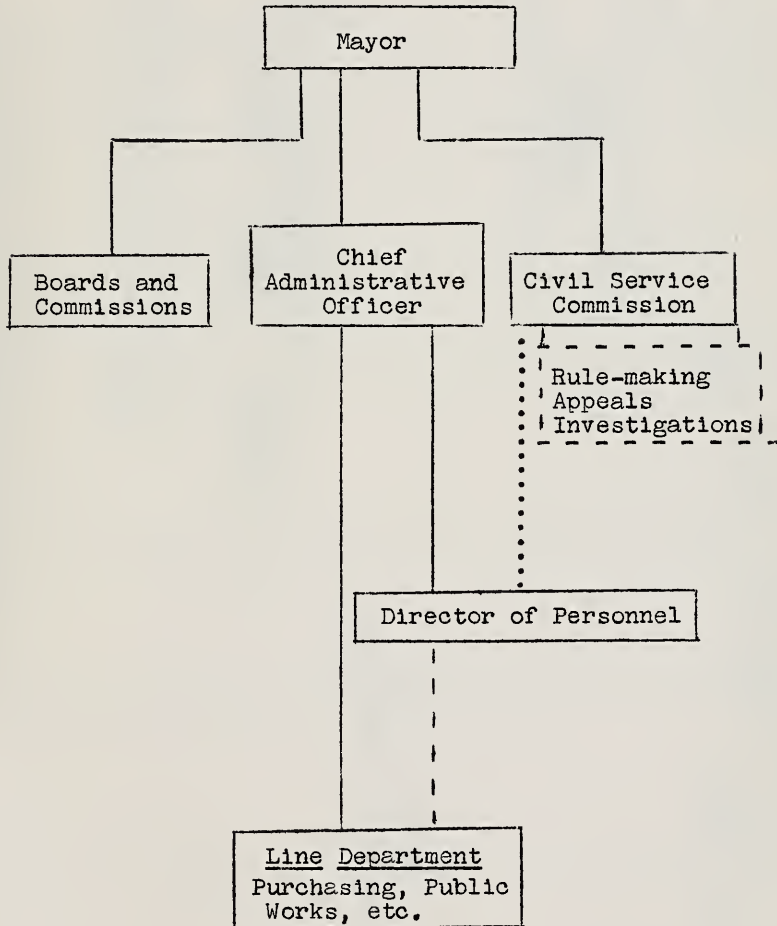


- Line relationship
- ... Approval of  
Appointment,  
Removal of director,  
Rules, Appeals  
Investigations.



(Chief Administrative Officer - Continued)

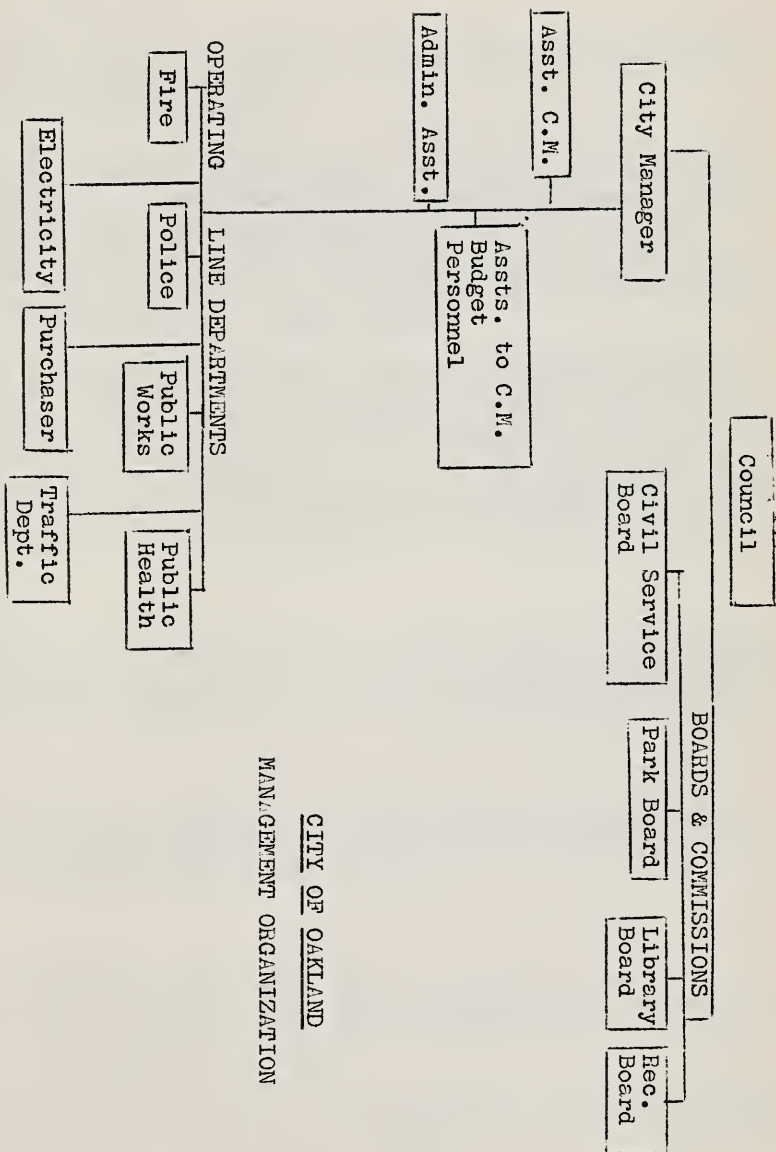
PERSONNEL ADMINISTRATION



- Line Relationship
- Staff Relationship
- ... Approval of appointment, removal of director, rules appeals and investigations.



(Chief Administrative Officer - Continued)



CITY OF OAKLAND  
MANAGEMENT ORGANIZATION



## PUBLIC WORKS

Throughout the year, meetings were held with the Director of Public Works, Mr. Sherman P. Duckel, and inspections made of various facilities of the Department.

The work in this Department is accomplished by nine separate bureaus and the general office staff. The bureaus of Architecture, Building Inspection, and Engineering, are administered by the Director. The bureaus of Building Repair, Sewer Repair, Street Cleaning and Street Repair are administered through the Assistant Director, Maintenance & Operation. The Bureau of Accounts, Central Permit Bureau, and the personnel problems of all bureaus are administered by the Assistant Director, Administrative.

Rather than outline the broad scope of the Department of Public Works in this report, your Committee makes reference to the final printed annual report of the Department of Public Works for each fiscal year ending after June 30, 1953. These fine reports are compiled in booklet form with emphasis on the detailed functions of a few divisions each year, so that over several years they contain complete detail with respect to the responsibilities and activities of all bureaus within this complex Department.

## Performance Data

Statistical performance data for many specific departmental functions is available through the department's unit cost accounting system. Average unit costs per work unit are developed and afford a cost comparison with previous periods on a definite measure of work performed.

This program of unit cost accounting should be expanded to its fullest, as it reflects the relative efficiency of each bureau from year to year, and also affords a basis for cost comparison with other cities performing the same unit of work.

## Equipment

The Maintenance & Operation bureaus operate 139 specialized portable units, as well as 190 automotive vehicles. The efficiency and production of work crews are dependent on continued "in-service" operation of the specialized equipment.

During the year, a special tractor-loader, normally assigned to a crew of three, was in the shop for repairs on 18 occasions, for periods of from one hour to four days, amounting to a total of 12 days. When delay was extensive, work of this and other crews dependent on the equipment's production had to be rescheduled. The attendant delays as a result of the down-time of this tractor-loader evaluate to well over \$170.00 per day in productive loss to the City.





(Public Works - continued)

Therefore it is essential that a program be provided which will avoid costly diversion of specialized crews from productive work.

The Committee recommends:

1. A complete and adequate preventive maintenance program be put in operation to assure maximum periods of trouble-free service from the equipment. The present standards of daily maintenance are satisfactory within their limits, but are inadequate to prevent downtime. A well planned and well enforced preventive maintenance program will practically eliminate failures and resultant costly repairs
2. Standby units for crew-operated equipment be provided in proportion to the number of specialized units of each type being operated to insure that sufficient units will be available at all times without delay to the crews' production.
3. Timely replacement of worn out equipment. It has been the practice to approve purchase of replacement units only after the equipment is obviously worn out, and there then usually follows a period of from 10 to 17 months before funds are provided, purchases made, and equipment delivered for use. In the meantime costly repairs are often made to necessarily keep the worn out equipment in service until replaced by a new unit. In order to correct this costly procedure of trying to retain worn out units in service long after their economical useful life has ended, it is recommended that some program be initiated to expedite the replacement of worn out equipment on an economical basis.

City-Owned Buildings

The Committee recognizes the merit of the "Engineer-Architect Team" established in 1955 for the purpose of accomplishing an effective, preventive maintenance and repair program for public buildings. It is apparent in many cases that required work has been postponed from year to year. Costly replacements become necessary which could have been avoided by orderly, preventive maintenance if funds had been made available for the purpose.

Their Survey Report on each of the buildings will show conditions of defects, determine priority of required work, and make available information regarding current unit costs to suitably maintain the city-owned buildings. This is an outstanding program and should result in much saving to the city in future years, as well as assuming a consistent high level of physical condition in our buildings.

This program should be encouraged by the appropriation of funds required to correct defects as they are brought to light, rather than postpone their availability.



## (Public Works - continued)

### Maintenance Yard

In June, 1957, 61,650 square feet of unimproved land adjacent to the Maintenance Yard at Army and Kansas Streets was acquired. Work on the improvement of this addition should be expedited.

An on-the-spot warehouse should be provided so as to avoid the extensive non-productive time now consumed in hauling supplies from the Purchaser's Storehouse at 15th and Harrison Streets. This warehouse would replace and release that land presently in use.

With the additional space, rearrangement and alteration of the present shop buildings should be considered so as to substantially increase the operating efficiencies of the Electrical, Locksmith, and Cement Shop Divisions.

### Charter Limitations on Repair Work

The City Charter (Section 95) contains a limitation of \$2,000, for repair work performed by City Forces. This charter limitation was initiated at \$1,000 in 1932 and increased to \$2,000. in 1947. This amount is now low under prevailing cost conditions and operates to materially reduce efficiencies in service.

Several cost indices indicate that at current wage and material costs an increase to \$5,000 would allow accomplishment of the same amount of work as was possible under the original charter limitation of \$1,000 provided in 1932.

This was recognized by the State of California by its recent legislature enacting an amendment to the State law increasing the size of State Public Works' jobs from \$2,000 to \$5,000, effective September 11, 1957.

Immediate savings would result from:

1. Eliminating the cost of preparation of plans and specifications for small jobs which generally average about 20% of the contract price.
2. Eliminate costs of contract procedure.
3. Eliminate 60-day time loss in advertising the job prior to commencement of work.
4. Eliminate apparent loss of time for men and equipment while moving street repair equipment from job to job.



## Permits

Examination of the procedure of processing building permit applications should be made with simplification the object.

The current procedure of routing a single application through as many as eight bureaus for their separate approvals appears cumbersome and imposes time delays beyond the control of the Director of Public Works.

Under the Department's program to improve private building structures, which are substandard, the responsibility for explaining condemnation procedures sometimes falls to the individual inspectors. The word "condemnation" in this regard can be easily misinterpreted unless a clear and tactful explanation is given. The owner should be clearly appraised of his rights as well as his obligations under the Building Codes. It might be well to consider the publication of a pamphlet outlining the procedures in connection with condemnation proceedings that could be given to an owner at the time a Notice for Compliance, or a notice of possible condemnation is served upon the owner. Such a pamphlet could do much to relieve a disagreeable situation, both for the owner and for the department.

## Safety

Personnel are to be congratulated on their excellent cooperation with the department's active safety program which resulted in a decrease of about 30% in the number of lost-time injuries from the preceding year.

## Award

The American Public Works Association, during their recent Public Works Congress, honored our Director of Public Works, Mr. Sherman P. Duckel, with the Samuel A. Greeley Service Award. This award represents long, continuous and out-standing service in the Public Works Administration Field.

It is with pleasure the members of this Grand Jury also recognize the service of Mr. Duckel and add their congratulations on this high national award.

E. WALTER MC CARTHY, Chairman

PARK V. BOVYER

(Foregoing Report adopted by the Grand Jury at its regular meeting Monday, November 25, 1957.)





(Public Works - Continued)

Minority Report

I agree with all of the findings and recommendations contained in the report submitted to the 1957 Grand Jury by the Committee on Public Works, with the exception of the recommendation relative to amending the charter limitation on repair work.

I believe that the subject matter of this section of the report is of such community-wide concern, and is of such vital interest to all our citizens, that very thorough and careful study should be given to every facet of the problem, considered from the point of view of all groups-- government, business, labor, and taxpayer -- who would be affected by such a change.

It is therefore my feeling that this Grand Jury should not go on record at this time as advocating such a drastic and far-reaching amendment to the charter.

TERENCE J. O'SULLIVAN, Member  
Public Works Committee  
1957 Grand Jury



## RECREATION AND PARK DEPARTMENT

The Recreation and Park department conducts a program on 128 units which occupy a total of 4,443.5 acres. The program is sufficiently varied to satisfy the many public tastes for recreation, both active and passive. As an example, in addition to the many neighborhood playgrounds, recreation centers, parks and squares, there are a number of special facilities such as the San Francisco Zoo; three 18-hole and one 9-hole golf courses; aquatic facilities including two supervised beach areas, two out-of-door pools used seasonally, four enclosed pools, the latter number of enclosed pools to be increased within the next year by the addition of three more which are now under construction; Yacht Harbor in the Marina and the boating and fishing area at Lake Merced; San Francisco's family vacation resort, Camp Mather, in Tuolumne County; and, of course, one of the most famed of all the world's great parks, our own Golden Gate Park.

In addition to virtually endless horticultural offerings, within the scope of the Department's athletic and sports activities may be found everything from lawn bowling to jacks -- with baseball, basketball, volleyball, football, soccer, Gaelic football, archery, horseshoes, track, polo, horseback riding, fly-casting and model boating in between. There is also an extensive drama, dance, and music and photography program at the new Recreational Arts Building, and a continuing program at the Junior Museum where a world of science, nature and crafts is made available to the city's youngsters.

Although it is impossible to accurately estimate the number of people who annually enjoy the varied facilities of the Recreation and Park Department, an idea may be obtained from the fact that the Department's supervised play areas were enjoyed by nearly 7 million during the fiscal year 1956-57. It is not possible to estimate the millions of visitors who enjoy Golden Gate Park and other park properties, although occasional spot checks at the Zoo indicate an annual attendance there of well over 1,500,000.

It is quite natural, in the conduct of such a huge recreational and park assignment, that there are problems. The Committee is pleased to report, however, that the vast bulk of these are squarely met and solved by General Manager Max G. Funke and his staff. In this connection it is significant to note that although inflation -- the Department's Number One Problem and, indeed, a basic problem of all present-day construction -- has plagued the Recreation and Park Department's large building program, efficient and harddriving administration has resulted in the virtual completion of the 1947 \$12,000,000 Recreation Bond Program. In the case of the 1955 \$7,000,000 Recreation and Park Bond Program, all projects have either been completed, are under actual construction, or contracts awarded.

The sum of \$2,500,000 of the 1955 Bonds was earmarked for the development of 318-acre John McLaren Park to fulfill its purpose as



(RECREATION AND PARK DEPARTMENT - continued)

a great recreational area to serve the southeastern section of the city, but much of this work must be held in abeyance pending the purchase by the city of all privately owned land within the park's boundaries. In spite of this, however, forward strides have been taken in preparing over-all plans for the park, which plans include a new system of roadways and a 9-hole golf course.

Of particular interest to San Francisco is the Department's program for the Zoo and the Fleishhacker Playfield area. A master plan for the development and expansion of the Zoo is presently being prepared, and -- in addition to a general rehabilitation of the existing Zoo facilities and the existing playfield -- ground was recently broken in an adjacent area for the first unit of the fabulous "Storyland" playground where, during 1958, the illustrations from the story books of childhood will come to exciting 3-dimensional life to delight the children of our city. The sum of \$210,000 --- \$110,000 of which was raised by private subscription --- will be invested in this first unit.

Establishment of an exceedingly noteworthy procedure --- one that might, with benefit, be emulated by other city departments --- has resulted in a very noticeable stepping-up of the Recreation and Park Department's rehabilitation program. Mr. Funke and his staff are now including in the budget requests which are placed before the Mayor and the Board of Supervisors a complete picture of the requirements for the repair and rehabilitation of the Department's many facilities, with each requirement rated as to its relative urgency. The result of this careful method of presentation is that the Mayor and the Supervisors now have an accurate and comprehensive picture of the Department's total requirements and have consequently increased the annual appropriation for these purposes. The Committee would like to compliment the General Manager and the Recreation and Park Commission for establishing this excellent procedure.

The Committee has enjoyed its assignment with the Recreation and Park Department and is happy that its report on the conduct of this Department can be presented in such a favorable light.

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A SPECIAL REPORT BY THE PARKS-RECREATION COMMITTEE ON THE  
STEINHART AQUARIUM

The Steinhart Aquarium, a department of the City and County of San Francisco, is operated for the City by the California Academy of Sciences under charter authorization.

The Aquarium is a one-story, basement and penthouse building constructed 34 years ago. It has a world-wide reputation and is





(RECREATION AND PARK DEPARTMENT - continued)

Steinhart Aquarium

credited with housing the finest general display of living fishes in existence, valued in excess of one million dollars. More than one and a quarter million visitors come to the Aquarium annually and the daily total frequently exceeds 18,000.

By any standard the Aquarium is one of the city's most valuable and desirable assets. It is not within the province of this Committee to assess the responsibility for condoning the negligence and indifference which have permitted this splendid attraction to reach its present appalling state of disrepair. Admittedly, the maintenance problem is a difficult one because of the constant corrosion due to the use of salt water.

In 1952 and 1953 funds were sparingly provided for emergency structural shoring and bracing to maintain the safety of the concrete exhibit tanks and for emergency repairs to electrical conduits, pipes pumps and wiring. Finally, in November, 1954 an architectural-engineering survey report was submitted which indicated that an expenditure of \$762,135 would be required for the repair and rehabilitation of the Aquarium. The necessary funds were never made available and the inefficient and costly policy of emergency maintenance was continued. An estimate submitted in May, 1956 indicated that the cost had risen to \$1,100,000, which included the estimated construction cost index increase for 1958, assuming that construction could begin at that time.

The eventual cost to the City continues to grow with each passing year. In the meantime other cities are expanding their aquarium attractions, notably Los Angeles, New York and Miami, and will soon surpass San Francisco as the location of the world's finest aquarium.

It is the hope of this Committee that the 1958 Grand Jury will devote some of its time and effort to the restoration of this renowned scientific and cultural attraction.

ERNEST J. GREWE, Chairman

MRS. JEAN S. HAYS

TERENCE J. O'SULLIVAN



## POLICE DEPARTMENT; CORONER

### Police Department

In February 1956 a broad reorganization of the Police Department was made, major policy changes and objectives were adopted, resulting in widespread personnel reassignments.

After approximately 21 months of operation the effects of the reorganization are apparent in many areas of police jurisdiction.

A review of the status of several major changes and objectives is given below.

### Juvenile Delinquency

The cooperative arrangement with the School Department, Park-Recreation authorities and Youth Agencies has been expanded. This program has been an effective and contributing factor in curbing the incidence and spread of hoodlumism and vandalism.

### The Traffic Warrant Bureau

It is expected that the establishment of the Central Warrant Bureau at the Hall of Justice will soon be a reality.

The Central Bureau will operate on a 24-hour basis. Warrants will no longer be distributed among the various district police stations, but will be physically maintained at the Central Bureau. The men assigned to serve the warrants will operate from the Hall of Justice in teams. Centralized control will greatly reduce the amount of paper work in processing, and speed up the serving of the warrants and collection of revenue.

The latest estimate indicates that there are approximately 250,000 warrants outstanding which represent a total of \$2,250,000 in revenue. Traffic fines for the year 1957 will exceed \$3,000,000 and will continue to increase annually in proportion to vehicle registrations.

It is obvious that a project of this size requires centralized control to achieve maximum efficiency.

### The Problem of the Habitual Alcoholic

One of the most time-consuming operations of the officer on patrol is the handling and processing of intoxicated persons.

On July 23, 1956, the Department abandoned the "revolving door policy" and embarked on a new policy whereby the habitual drunk repeater is no longer booked "to be released when sober," but is held to answer in Court.



### (Police Department - continued)

The effectiveness of this policy is indicated by the sharp decline in the number of arrests for drunkenness. For the period July 1955 to June 1956 there were 45,205 such arrests. For the period July 1956 to June 1957 the number of such arrests had fallen to 22,063.

With such a reduction in the number of arrests it was possible to devote more time and greater effort in other areas of police functions such as routine preventive patrol, inspectional duties and arrests for observable crimes.

An additional effect of the new policy has been a sharp reduction in petty thievery, auto boosting, panhandling and malicious mischief.

It is generally accepted that the essential element in the successful rehabilitation of the chronic drunk, or alcoholic, lies in the direction of adequate medical and psychiatric treatment. The former "revolving door policy" completely ignored the socio-medical aspect of the problem. The new policy has awakened the community to its responsibility for a more objective and humanistic approach in its search for an effective solution to this serious social problem.

### Revised Operational Procedures - New Equipment

The Department has made significant progress in the screening and selection of personnel. With the elimination of the five-year San Francisco resident requirement for police recruits, the Department will have a much wider field from which to select qualified applicants.

Modern communications equipment, the acquisition of the new mobile crime laboratory, and the anticipated establishment of a fully manned and adequately equipped Narcotics Squad will extend the effectiveness and efficiency of the Department in many functional areas.

An exhaustive survey of the Police Department is presently being made by Mr. Bruce Smith, Jr., a consultant. It is expected that his report will be completed sometime in December, which precludes sufficient time for study and comment by this Committee. Several areas of Police Department operations and functions are covered in the final report of the Narcotics Committee.

### Conclusions

It is the considered opinion of the Police Committee that the Department has functioned effectively and continues to make significant and steady progress in achieving the objectives set up by the Police Commission.

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## POLICE DEPARTMENT; CORONER

### Coroner

The Coroner's Office serves the community in establishing the cause and related circumstances of certain classes of death. While his findings play a key role in the prosecution of criminals, it is the Committee's opinion that a more important function served by his findings is the assurance that no citizen who is either charged or suspected of causing a death will be falsely tried and convicted. Repeatedly, suspects are released or charges are dropped when the Coroner finds the cause of death to be such that a crime or error in conduct cannot be laid as the basis for the death. If the state takes the right to try and to punish, it has a far greater obligation to assure that no one is falsely tried and punished. In the matter of deaths due to apparent culpable behavior, it is the Coroner who must first determine that the death is or is not due to the act of the person accused.

In a very large number of deaths, there is civil litigation to follow. Millions of dollars are spent in the courts to assure that justice will prevail. Many millions of dollars in judgments and claims are both granted and denied. Much of this administration of justice is based on determinations of cause and circumstances of death as found by the Coroner. If justice is to be impartial, his work must be done properly and objectively, and made easily available to the courts. Upon the fullness and accuracy of his work rests the economic welfare of tens of thousands of survivors, families and businesses.

In many cases there has been no medical attention, or if there has, it was not recent enough to satisfy the Coroner that the cause of death will be properly ascribed. In these instances, the Coroner must enter to establish the cause of death properly and accurately, not only to fulfill the requirements of the State, but also to serve the best interest of the public and the surviving family.

The performance of these, as well as many other functions of the Coroner in San Francisco, is represented by a vast amount of work, accomplished by a staff of 30 persons. They receive reports and investigate 3300 of the average 10,000 deaths a year in San Francisco. The investigation of these cases involves an inquiry at the scene, the removal of remains to the morgue, and the performance of an autopsy and related laboratory work on 2500 bodies per year.

The following figures indicate the magnitude of the task:





(Coroner - continued)

Work accomplished (Annual basis)

Investigative

Cases reported to Coroner . . . . .	3,686
Miles traveled . . . . .	27,000
Cases transported to Coroner's Office . . . . .	2,436
Fingerprints taken, cases . . . . .	1,006

Professional

Autopsies performed . . . . .	2,436
Tissue blocks prepared . . . . .	2,811
Specimens examined microscopically . . . . .	8,173
Specimens submitted and tested by Toxicologist . . . . .	9,336

Legal

Inquest hearings . . . . .	313
Jurors summoned . . . . .	400
Witnesses summoned and examined in Coroner's Court . . . . .	1,500

Administrative and Clerical

Cash monies found on deceased and delivered to next of kin . . . . .	\$21,492
Estimate of other valuables . . . . .	40,000

Pages of medical protocols typed from recording cylinders . . . . .	9,850
Telephone calls made and received (approximately) . . . . .	35,500

A comparison of the San Francisco Coroner's Office with similar offices in major metropolitan centers reveals that except for several Bay Area counties which have indeed followed closely San Francisco's pattern, the San Francisco office excels by manyfold over all others throughout the country. The community can be assured that it has an active, well-functioning medico-legal office that is closely supervised to guard the public interest and safety.

There has been vast improvement in the physical facilities with the rehabilitation program of the morgue, initiated by the 1953 Grand Jury, and which was completed in 1956. The filth, grime and stench that marked the morgue have been eliminated. It now has the appearance and atmosphere of an average hospital surgery, with dignity befitting a place to be used by any citizen of the community.

The planning of rehabilitation included the contemplated moving of much of the new equipment to the new Hall of Justice when built. While not all the improvements were such that they could be



(Coroner - continued)

moved over, much of it can. That which cannot was nonetheless justified in its being installed in the present morgue to stop what was described as the horrifying and revolting lack of ventilation, cleanliness and adequate health safeguards.

The Committee has noted the insufficient value placed on the position of Coroner in San Francisco as compared to other cities. Los Angeles pays \$23,000 per year and permits an additional \$7,000 outside teaching position to be held by the Coroner. Detroit has a pay range of \$19,655 to \$23,015 per year. In San Francisco the Coroner's salary is \$13,800 for a 40-hour week (on 24 hour call throughout the week) and does not permit engaging in any "outside" remunerative activity.

It is the considered opinion of the Committee that the compensation provisions for the position of Coroner be reappraised by the Civil Service Commission in view of this apparent salary inequity.

PARK V. BOVYER, Chairman

JOHN G. CAMPBELL

ERNEST J. GREWE



## CIVIL SERVICE

Civil Service is surely the circulatory system of the body politic - the city government. It is the one function that pervades all other functions. Its effective operation, under proper principles, rules and personnel; its position within the city administration (see Committee Report on Chief Administrative Officer), and the mutual understanding by department heads of Civil Service objectives, as well as Civil Service understanding of departmental problems, are vital to the good health of city government.

Detailed reports of the organization and work of the Civil Service Commission have been outlined in previous Grand Jury Reports

This Committee has concerned itself with certain individual problems facing Civil Service Administration in San Francisco, and will discuss them under the categories listed above.

While the provisions governing Civil Service Administration, as adopted in the 1932 charter were a distinct improvement over the previous charter, they did not in fact incorporate all of the essentials of effective merit system administration. It is apparent that heavy emphasis is placed by our charter on the negative and protective features of Civil Service Administration to the extent that a full realization of a positive and constructive merit system administration in the San Francisco municipal service is severely hampered. Since 1932 these provisions have been the subject of numerous amendments - many in important respects which have not contributed to constructive administration, and in fact have established unwise policies and procedures. Furthermore, since 1932 there have been fundamental changes in the basic concept of public personnel administration. Rather than the negative, police concept which was the original reply to the spoils system, and which is largely reflected in our charter provisions, public administrators throughout the country are now veering to the thought and practice of a personnel office acting as a positive staff assistant to operating management and placing in management trust and authority for some of the personnel actions.

We cite here several examples of charter provisions which restrict the Civil Service Commission and operating management in the advancement of a positive personnel system. In the matter of appointments we find that the appointing officer must accept without question the one eligible whose name is certified to him by the Civil Service Commission. With few exceptions, in all other Civil Service jurisdictions in the United States, the Civil Service Commission certifies at least three names to the appointing officer. The appointing officer then has the opportunity to interview the three eligibles and to check their personnel and employment records and select the one who most nearly fits his particular needs. Examination procedures are not so well perfected that the examination can distinguish between candidates who are only a few grade





(CIVIL SERVICE - continued)

points apart in their final examination scores.

The probationary period is an important part of the selection process, and it is universally recognized that the appointing officer must have an opportunity to review the on-the-job performance of an employee and to have the unquestioned right, within a limited period of time, to terminate that appointment if the work of the new appointee is unsatisfactory for any reason. In San Francisco a probationary appointee to a promotional position has the right to appeal a termination of the probationary appointment to the Civil Service Commission, and is entitled to a public hearing before the Commission. In some respects the probationary appointee in a promotional position has greater protection than the permanent employee who has completed his probationary period. Thus, not only does the appointing officer have no part in the selection of the employee for an important promotional position (since he must accept the one person certified by the Civil Service Commission), but he must also face a most difficult termination procedure should he find the services of such an employee unsatisfactory.

In the case of the dismissal of a permanent employee after a formal hearing on charges by the appointing officer, the dismissed employee may appeal to the Civil Service Commission. The Commission then has the authority, not only to decide whether charges have been sustained, but also to assess the degree of punishment. Thus the Civil Service Commission may agree with the appointing officer that the employee was guilty as charged, but will disagree that dismissal is a proper form of punishment. The Commission can then exercise its authority to override the judgment of the appointing officer as to the desirability of continuing to employ such a person, and can order the employee back to his employment.

In the matter of promotional examinations in the Police and Fire Departments, the Commission is prohibited from the use of oral examinations to appraise the supervisory and administrative abilities of the examination applicants. The charter also requires that at least 15% of the total weight of credits in these examinations shall be allocated to participants on the basis of years of service. This is too heavy a handicap on the younger and capable men in the departments.

The charter provisions dealing with the salary fixing methods for city employees establishes seven different formulae for seven different groups of employees. The resultant inequities in the salary structure have been well publicized heretofore and they constitute a constant and continuing source of irritation among city employees and supervisors.



(CIVIL SERVICE - continued)

The above is a listing of some of the more important charter provisions which restrict the Civil Service Commission from carrying out accepted and modern concepts of positive personnel administration. Your Committee believes that the time has come for a thorough study and overhaul of the Civil Service provisions of the charter to the end that a positive, virile personnel administration based on merit may be inaugurated in the city service.

We also find that there has been no general review of the classification system since 1928 when the current classification plan was first adopted. The classification section of the Commission is engaged in a continuous audit of individual positions or groups of positions where classification problems develop, and are continuously engaged in making classification studies of new positions. This has been piecemeal work, and it is the opinion of your Committee that the time has come for a comprehensive, general classification survey of the entire city service.

As a result of the inequities in salary classifications, it is impossible to attract and hold qualified personnel, particularly in professional fields.

It is the belief of this Committee that the operations of the Civil Service Commission are ably conducted by Mr. Henderson, Personnel Director and Secretary, and Mr. Albert, Assistant Personnel Director.

It is apparent to anyone making even a cursory study of Civil Service in San Francisco, that there are great misunderstandings between heads of departments and Civil Service staff, which might be cleared up by a better attitude on both sides. A true merit system is dependent upon proper classification of positions, recruiting facilities, examinations, wage recommendations - all functions of staff. It is also important that there be proper and amicable review with appointing officers of their requirements and special needs. While department heads must be assured that their special needs receive consideration, they must also realize that successful Civil Service is dependent on recognition and reward of merit. Mutual respect for each others' problems is essential.

This Committee recommends:

1. Review and revision of charter provisions dealing with Civil Service.
2. A comprehensive general classification survey of the entire city service.

MRS. CAROLINE M. CHARLES, Chairman  
ROGER H. NODEN  
ERNEST J. GREWE



## CITY PLANNING

This committee has met with Mr. Paul Opperman, Director of Planning, and his staff, in order to discuss the operations of this department. We were impressed with the tremendous demands made upon this department by all areas of the city.

A principal concern of this department, and one that is of great importance to all citizens, is the new zoning ordinance. This ordinance was in preparation for a number of years and has still not been made into law. It is at present, however, in committee of the Board of Supervisors and should be acted upon within six to twelve months. (The 1956 Grand Jury expressed the same hope.) The city cannot qualify for certain urban renewal funds without the passage of this ordinance.

Previous Grand Jury reports have outlined in detail this department's operations, and this committee decided as a matter of public interest to request the preparation of a special report on projects undertaken, including expenditures for consultants engaged over the period of time involved, since January of 1948. This report gives a picture of the heavy load this department carries and the large sums invested by both the city and outside sources in city planning. For instance, since 1948 \$202,729 was appropriated for consultants, the largest of these for the purpose of drawing up a long-range transportation plan for San Francisco, known as the DeLeuw-Segoe Plan. This was published in November of 1948. In 1956 and 1957 \$45,000 was donated to the City from public spirited business leaders - the Blyth-Zellerbach group-for plans for the redevelopment of the wholesale produce market area. The city in addition contributed a total of \$27,500 for this study.

These plans involving consultants, however, represent only a part of the work carried on by the Department of City Planning with its own staff. It is not possible to do more than list here the plans authorized in 1957 and 1958. The special report of the City Planning Department to the 1957 Grand Jury is in the files and should be referred to for a full picture of the impressive accomplishments of the Department of City Planning over the past ten years.

1951-1957	<u>Interior Greenbelt Project.</u> Program for implementation of that section of the Recreation and Park Plan for an interior greenbelt of natural-vegetation areas connecting the presidio with Bayview Park.	In January, 1957, the Board of Supervisors appropriated \$175,000 to acquire key properties in Sutro Forest and on the south slope of Twin Peaks vital to the plan.
April 1956	<u>Local Rapid Transit Studies for San Francisco.</u> Staff work for the Interdepartmental Committee on Transit	The Board has appropriated \$68,000 for local transit studies. Result of the Committee's work will be to





(CITY PLANNING - continued)

(Planning, Public Works Municipal Railway, P.U.C. Engineering Bureau) has been done by this Department. Reports issued in 1956 and 1957 recommended consultants' survey of specifically-outlined system of local rapid transit routes to supplement Proposed Bay Area interurban rapid transit routes.

establish an outline for consultants' studies for a local transit system when authorized by the Board.

Date	Report or Survey	Tangible Results
1955-1956	<u>Workable Program for Urban Renewal.</u> On assignment by the Mayor prepared necessary documentation to secure Federal financial aid.	Qualifies San Francisco to receive urban renewal federal aids.
1955-1957	<u>Planning Area Studies.</u> A continuing program of land use analysis and study of neighborhood conditions and population characteristics from field studies of all of San Francisco's 54 residential neighborhoods, with preliminary proposals for improvements.	Serves as a basis for revision of the Land Use Section of the Master Plan and for programming capital improvements, and for changes in zoning district maps for the revised Comprehensive Zoning Ordinance. Can be of assistance in U.S. Urban Renewal Workable Program.
1957	<u>State Park Priorities Study</u> Analysis of proposals for State Parks within San Francisco, and Propose priorities. (Requested by the Mayor)	Recommendations adopted by City Planning Commission, Recreation and Park Commission and Art Commission and sent to the Mayor and the Board
May 1957	<u>A Preliminary Plan for a Project in the South-of-Market Area, Redevelopment Area "D".</u> (Prepared jointly with the staff of the S.F. Redevelopment Agency.) Analysis of blight conditions and redevelopment potential for industrial expansion.	This restudy of the area originally designated by the Board of 1952 resulted in recommended project area much smaller than previously in force. This has been adopted by the City Planning Commission and a Federal Planning Commission and a Federal Planning Advance has been applied for.





(CITY PLANNING - continued)

Fall-1957	<u>Helipport Location in Downtown San Francisco</u> (Report now ready to be printed). Analysis of factors governing heliport location, and recommended sites to serve downtown San Francisco. (Requested by the S.F. Public Utilities Commission)	This should help to channel efforts to establish a downtown heliport, without which scheduled passenger-carrying helicopter service to the airport and to Bay Area points would not be possible.
June 1957	<u>A Report on Disposition of Lands of the Silva Tract in Millbrae.</u> Analysis of land-use potential for surplus land of the S.F. Water Department in Millbrae, and proposed land use development plan. (Requested by the S. F. Public Utilities Commission).	Enabling the Water Department to sell its surplus land for uses beneficial to the City of Millbrae in harmony with the city's own land use plans, and at maximum value for sale of Departmental assets.
Fall 1957	<u>Site Survey for Big League Baseball Stadium, including model.</u> (Now under way). Analysis of site factors for stadium south of Hunters Point, and relationship to overall plans for tidelands development, expressway development, and development of Bayview Park.	Will provide guidance for fitting the proposed big league stadium into an overall comprehensive development plan for the area south of Hunters Point.

O O O

This committee commends the Department of City Planning and its Commission for their fine work.

MRS. CAROLINE M. CHARLES, Chairman

ROGER H. NODEN

ERNEST J. GREWE



## HOUSING AUTHORITY

No real study of the Housing Authority has been made by the Grand Jury Committee this year, due to the fact that the committee members have had heavy commitments in other areas of interest undertaken by the Grand Jury.

We have discussed the operation of the Authority briefly with Mr. John Beard, its director. There are no projects under way at the present time, but several are in the planning stages, particularly having to do with housing for the aged. No special problems arose during the year, and the operations of the Housing Authority appear to be in good order.

CAROLINE M. CHARLES, Chairman

DR. ARTHUR M. JONCK

ERNEST J. GREWE



## BOARD OF PERMIT APPEALS

Although this Board is not listed separately in the published list of committees of the 1957 Grand Jury, the Grand Jury Committee on "Other Commissions" has given special attention to its operation. This is not only because of recommendations of the 1956 Grand Jury that this be done, but also because the members of the 1957 Grand Jury committee have felt that it is necessary.

The Board of Permit Appeals, consisting of 5 members appointed by the Mayor, and a secretary, was authorized by the City Charter of 1932. It has broad discretionary powers, sometimes calling itself the "poor man's court" of appeal from decisions made, particularly in issuing or denying permits, by various city departments.

The Board may hear appeals, and confine its hearings to the evidence submitted by the respective parties. It may make such further investigation as it may deem necessary; although in practice this is seldom done, according to what has been told this committee by members of the Board, and its secretary. This is because the city departments have expert technical advisers who are detailed as liaison men to sit in on all meetings of the Board of Permit Appeals. Thus, when a decision of a city department is over-ruled, it is with the full knowledge of the department's representative. While its decisions are subject to appeal to the courts (and it should be pointed out that such appeals as have been taken have resulted in judgments upholding the Board's decisions) it must be remembered that the factor of additional expense may determine the number of appeals.

The 1957 Grand Jury Committee has met with full courtesy and cooperation from all members of the Board of Permit Appeals, as well as its secretary. It has tried to analyze the reasons why the existence and operation of this Board continues to cause misgiving on the part of many citizens, inasmuch as its hearings are conducted in a highly ethical manner and it acts in strict conformity with the Charter.

We believe there are several reasons for this:

1. This Board has discretionary powers of great potential. However, the areas with which it deals can be defined, and it is possible that (as in the case of the Retirement Board) its members should represent organizations or bodies experienced in these fields. It does not seem unreasonable that observers of city government should view with some concern, broad, discretionary power not tied to some qualification of personnel. The Board itself might consider stated qualifications for its secretary.





(Board of Permit Appeals - continued)

2. While a calendar of cases pending is issued weekly, minutes of the Board, which might detail reasons for decisions, are not distributed, as in the case of other city boards. Although it is true that court decisions have indicated that reasons for decisions do not need to be given, such explanations might build public confidence.
3. The issuance, or denial, of permits by various city departments is a duty required of them by the city in order to ensure the general safety of the community. While it is pointed out that the enforcement of all rulings by all city departments might work hardships in individual cases (and that avoidance of this is the primary purpose of the Board of Permit Appeals), it would appear that adverse decisions should be fully documented. If, as has been suggested to this committee, many such decisions result from the attempted enforcement of out-moded codes of city departments, it would appear that the departments involved should take such steps as are possible to remedy this situation.
4. It seems to this committee that while the powers of the Board of Permit Appeals are necessarily broad, the number of cases brought before them, or at least those in which a decision adverse to the city department involved results, should not be on the increase. The position of such a quasi-judiciary body as this Board, is not similar to that of a court dealing with usual cases. Here we have as defendant a city department required and empowered by the citizens to maintain city activities in conformity with rules of health and safety. As plaintiff we have an individual who desires to be an exception to such rules. Everyone recognizes that injustices will appear that should be remedied. However, it is in the public interest that operation of such a Board be viewed in its proper relationship to city government as a whole.

There is no doubt that the Board of Permit Appeals renders necessary service to the city, and that its present personnel have devoted many hours to a difficult task, and are to be commended for their dedicated service.

This committee has attempted to view the position and operation of the Board objectively, and to reflect the concern of many citizens, not so much in regard to its present operation, as to its inherent potential.

It is the recommendation of this committee that the Board of Permit Appeals be assigned in future Grand Juries as a separate subject of study and report.

MRS. CAROLINE M. CHARLES, Chairman  
ROGER H. NODEN  
ERNEST J. GREWE



## PARKING AUTHORITY

This Committee was invited to meet with the Parking Authority and Mr. Vining Fisher, their very able general manager, at the beginning of the Committee's year on the Grand Jury. This was most informative, for in the two-hour session the Authority helped this Committee to understand the subject and problems of so-called "off-street" parking. Since then the Committee, either in whole or part, has attended five regular meetings of the Authority and has also followed closely their bi-weekly reports.

With the original \$5,000,000 of public funds allotted to the Parking Authority by the 1947 bond issue, well over \$31,000,000 worth of parking facilities have been developed. This seems a commendable record to this Committee and justifies the existence of the Authority in San Francisco. This has been made possible by adhering to and operating under a well thought out "Four-point" program for off-street parking facilities, which is as follows:

- First: To stimulate private financing of garages or parking lots. Failing this
- Second: to cooperate with private enterprise by securing sites for garage construction. Garages eventually to be returned to City ownership. Failing this
- Third: to finance and construct facilities by the Authority and lease to private operators. Or
- Fourth: to build and operate parking facilities.

Several projects are in progress this year, namely; 5th and Mission Street Garage; the experimental 7th and Harrison Street jitney-services parking lot; and the Sutter-Stockton Street Garage.

An extensive survey has been made this year by both City and private engineering firms to ascertain the future parking requirements estimated into the year 1960. This appalling number, based on the survey of the neighborhood districts and downtown areas, has been set at over 42,000 additional parking stalls needed within the next three years.

In line with the above, this Committee wishes to commend at this time the entire Parking Authority and their able staff for their diligence and persistence in working to complete the negotiations for the proposed Civic Center Garage, their Freeway Fringe parking projects and their plans for several district parking lots, namely, Clement St., Forest Hill, Miraloma, and Noe Valley. A continuing review and projected plans for neighborhood districts are still in progress.



(PARKING AUTHORITY - continued)

From the completed parking facilities, which are: St. Mary's Square Garage, Mission-Bartlett Parking Plaza, Civic Center Auto Park, and Lakeside Village Parking Plaza -- these having full or partial use of public land or funds the City has received to date well over \$402,000. in rent, fees, or taxes. This represents a self-supporting parking program.

The Committee would like to recommend at this time that support be given to the increase of parking meter rates; with the additional revenue helping to pay for off-street parking facilities. According to National Research Council's recent survey, many of the major metropolitan cities have already increased their meter rates successfully. The original funds of the Authority are nearly exhausted, and by this means the burden would not be on the taxpayer.

It is further recommended to strengthen the existing City Ordinance that requires that ample parking spaces be provided in all new construction and remodeling wherever possible; and that this ordinance be strictly enforced by the City Agencies.

JEAN S. HAYS, Chairman

PARK BOVYER

PETER GIOVANZANA





## TRAFFIC

The traffic of San Francisco poses a problem of major importance to our Police Department in its attempt to keep the flow of vehicles at an even pace throughout the city. No major city of the size of San Francisco could present more complex conditions. This committee feels that the Traffic Division is constantly on the alert to take advantage of the newest ideas and methods of handling this problem.

At their meeting with Capt. Dan Kelly and Capt. Ralph Olstead, this committee was shown the workings, aims and ideas of the Traffic Division. These were discussed in detail and it feels that the program, as a whole, is being handled most efficiently. The projects that were of special interest to the committee were the following:

1. Emphasis being put on prevention of accidents rather than the congestion of intersections. For this, men have had to be taken from the so-called "fixed-post-men" or street corner directing of traffic to augment the motorcycle division; the value of this being evident in the recent citations of low accident rates for a city of this size.
2. Constant review of curbside parking and time zones.
3. The continuing drive by Capt. Kelly for the increased number of one-way streets. This program has proven most successful in relieving congestion in our narrow streets and angle corners and has proven to have cut down accidents by 50% on the existing one-way streets in San Francisco to date.

At this time the Committee feels that the following recommendations would be in order:

1. That the people of San Francisco should be willing to back the one-way street plan where it is deemed advisable by the Traffic Department.
2. That Capt. Kelly be supported in his proposal of a lower speed limit on the freeways within the city limits. This portion of the state freeway system is patrolled by San Francisco police in spite of the fact that it is under the jurisdiction of the State Highway Division.
3. That no further reduction, and an increase if possible, be made in the number of men allotted to the Traffic Division of the Police Department. This recommendation is made in view of the fact that it has been necessary





(TRAFFIC - continued)

over the past two or three years to cut the number of so-called "fixed-post-men" or street directing of traffic during the peak hours from 73 to 48, in order to fill other divisions. This has been done at a time when traffic is coming into the city in increasing numbers due to the added freeways, area population, etc.

4. This Committee recommends stiffer penalties for hit-run drivers.
5. It is recommended that more diligence be given by the Police to the illegal and unnecessary double parking of commercial vehicles, especially in the neighborhood districts. This creates a danger to the public, hindering the flow of traffic and making one lane of driving practically unusable.
6. In line with the above, this Committee feels a constant review of the parking zones should be made --- with additional yellow zones allotted if needed; and the forcing of commercial vehicles to use them whenever possible.

JEAN S. HAYS, Chairman

PARK BOVYER

PETER GIOVANZANA



## OFFICE OF THE SHERIFF

During the past year, several meetings have been held at the office of the Sheriff, Matthew Carberry, and on two separate occasions inspections were made of all jail facilities in San Francisco and at San Bruno, as well as the Civil Department located at City Hall. All institutions appeared to be well-managed and kept in a clean and sanitary condition. In our visits to the jail facilities we were impressed by the high degree of competency and morale of the personnel.

We have learned that the number of inmates received at the County Jail during the fiscal year ending June 30, 1957 amounted to 9,871 compared to 7,379 in the previous fiscal year - an increase of 33.7%. The daily average number of inmates was 834 compared to 673 in the previous fiscal year - an increase of 23.9%.

The total number of custodial personnel (75) at the four jail facilities is as follows: Two superintendents, seven captains, forty-nine jailers (Men's Division); and two head matrons and fifteen jail matrons (Women's Division). The 1955 Grand Jury and the 1956 Grand Jury recommended the employment of eight extra jailers but no additions have been made except in the present budtet, in which case two were added. We believe it is remarkable that the present quota of personnel has been able to handle this large increase in jail population. We believe that the Sheriff's budget should have an increase of six jailers as early as possible. Sheriff Carberry is planning an In-Service Training program for all personnel, which should strengthen further the efficiency of the department. This program cannot commence without some assistance to an extremely rigid personnel situation.

In our visits to the jail we were impressed by the clean appearance and general attitude of the inmates. Records shown to us indicated that more than 80% of the inmates at the San Bruno Jail were employed in some useful occupation. Aside from the factor of economy, this program offers useful work therapy. The farm program at this facility produced more than 300,000 pounds of edible beef and vegetables, mainly with voluntary prison labor.

The medical and dental services are good, considering the limited staff and equipment. The health record is excellent.

Particular attention this last year has been directed to the community problem of the "common drunk" and/or "alcoholic". In 1955, 44,509 persons were arrested here on a charge of being "Drunk in a Public Place", involving a huge handling tax cost (arresting, transporting, booking, etc.). In the last fiscal year, 38.5% of the inmates committed to county jail were for this offense. In August, 1956, a Citizens Committee on the Study of Alcohol Problems was appointed by Mayor Christopher to work out a rehabilitation program for chronic alcoholics. This committee consists of public officials whose work relates to the problem, and fifteen interested lay citizens.



(OFFICE OF THE SHERIFF - continued)

Sheriff Carberry has been chairman of the committee. A treatment program at county jail in cooperation with the courts, is now operating, on recommendation of this committee. It should be noted that in the first ten months of 1957, the number of persons arrested for being "Drunk in a Public Place" is down to 18,471. For years this figure has exceeded 40,000 annually. It would seem that the committee has been engaged in a most useful and beneficial project for the community. This same committee conducted a three-day conference on alcoholism in September - the first of its kind held in the West, which attracted more than 600 community leaders.

Jail costs in San Francisco are among the lowest in California. Cost of three meals per day totals 33.7cents (low cost due mainly to the farm program and the voluntary labor of inmates). All other costs (including personnel, transportation, clothing, heat, light, etc.) aggregate \$1.35 per inmate per day.

We understand the Sheriff has requested in his budget the employment of at least one storekeeper to account for the huge stores of food, clothing, drugs, and other supplies handled in these institutions. This is needed for reasons of efficiency as well as a protection to the City and County. In our opinion, the volume of work more properly requires the addition of two employments, and we so recommend.

In our visit to the Civil Department, which deals daily with hundreds of lawyers and business men, we noted the courtesy and general efficiency of the office.

Our inquiries regarding the bailiffs assigned to our Superior and Municipal Courts - all of them employees of the Sheriff's Department - confirmed our feeling of the high standard of conduct of those employees.

Sheriff Carberry has had the advantage of training and experience in both law enforcement and business administration, and we feel that he is conducting the office of Sheriff as a businesslike operation in a humane and praiseworthy manner. He is following the practice of his predecessor in returning to the General Fund all fees for transportation and custody of prisoners held for other jurisdictions.

PHILIP DINDIA, Chairman

PETER GIOVANZANA

TERENCE O'SULLIVAN





## JUVENILE DEPARTMENT

Juvenile Hall, Log Cabin Ranch and Probation are the three departments constituting the component parts of the Juvenile Department. Your Committee has been in close contact with the operation throughout the year, and hereby submits its final report.

The Juvenile Department of the Superior Court is maintained in the Youth Guidance Center and is presided over by Superior Judge Melvyn I. Cronin. The Judge is to be highly commended for the excellent and humane manner in which he dispatches all of his duties.

Your Committee recognizes the efficiency of all functions for which Chief Juvenile Probation Officer Thomas F. Strycula is responsible. Log Cabin Ranch, while under the jurisdiction of Mr. Strycula, functions under the guidance of Mr. E. Chay, who is to be complimented for its smooth operation.

Work, time and monetary assistance contributed to the Juvenile Department by such organizations as the Volunteer Womens' Auxiliary, Boys Welfare Committee of the Guardsmen, Jackie, Golden Gate Breakfast Club and Child Welfare Committee of the 40 et 8 Societe is of invaluable assistance, and as such should be recognized by the community as a whole. This Jury commends them highly for their efforts.

On September 7, 1957, the Log Cabin Mechanics School, located at Log Cabin Ranch, was dedicated. Its dedication climaxed the realization of an idea conceived by Mr. Elmer Skinner. It was through his concerted efforts that a Citizens Committee was appointed by the Mayor, with Mr. Skinner as chairman, to find ways and means to attain the goal. Public interest aroused by the Committee resulted in the entire project being underwritten and completed at no cost to the City. To Mr. Skinner, the Mayor's Committee, individuals, organizations, firms and others responsible for the success of the undertaking, the Grand Jury extends its sincere congratulations.

### (Juvenile Hall)

The over-crowded condition of this department is a matter of grave importance, and one which your Committee believes should be given top priority. Intake referrals have advanced from 4,049 in 1948 to 5,723 in 1956, which, from all indications will be equaled or surpassed this year. For the period January through October 1957 cottages for problem boys, with a capacity for 75, have had an average of 102 under daily care. The highest number under care in any one day was 134. Capacity was exceeded over 100% for the entire period. Problem Girls: Cottage capacity, 35; average under daily care, 40; highest number under care in any one day, 56. Capacity was exceeded 69% of the time. Neglected children: cottage capacity, 85; average under daily care, 83; highest number under care in any one day 121. Capacity was exceeded 39% of the time. It must be remembered



(JUVENILE DEPARTMENT - continued)

that three different classes of children are being dealt with; and that under no circumstances can children from an over crowded area of one class be accommodated in space which might be available in another class. Cognizant of these conditions, a meeting was called by the Grand Jury, to which all interested parties were invited, for a round table discussion of the problem. As a result, a committee was appointed, including two members of the Grand Jury, to investigate, recommend and report back. This Committee is at the present time endeavoring to arrive at a solution, which, when submitted, will be made an addendum to this report.

It is noted that those of the staff assigned to the cottages as caretakers are all in the same civil service classification. This results in no one person being in charge of the cottage and therefore no single individual can be held responsible for the department therein. This should be corrected through reclassification.

The assistant superintendent, on duty at night, still must act as booking officer. He is responsible for the entire plant during his hours of duty, but is unable to give proper attention to all important details due to the necessity of covering the booking desk at all times. It is recommended that this situation be corrected.

Adequate funds should be provided in the budget for clothing and haircuts when needed, as well as necessary recreational supplies.

(Log Cabin Ranch)

The new Recreation Hall has been completed. Recreational equipment was purchased and donated through public subscription. A new dormitory is nearing completion, which will increase the capacity of the Ranch from 50 to 80 boys. It is recommended that work proceed under the Master Plan as rapidly as possible, as most of the old buildings and facilities are in a deplorable condition.

Attention should be given to the road leading from the highway to the Ranch, as in its present condition it constitutes a decided safety hazard.

(Probation Department)

On March 4, 1957 this Grand Jury adopted and passed on for processing a resolution requesting additional probation officers to service the increased population and subsequent case load now being experienced. Based on standards established by the National Probation and Parole Association, the caseload per officer, in order to service each individual case properly, has been set at 50. As of October 31, 1957 the caseload of juvenile probation officers of this City were as follows: Problem Boys, 95; Problem Girls, 61; Neglect, 100. No increase in the Probation Officer Staff has been granted



(JUVENILE DEPARTMENT - continued)

since 1948, although intake referrals have increased over 41%. The resolution as submitted was approved by the Mayor but the additional positions requested were not granted in the budget as finally recommended by the Finance Committee of the Board of Supervisors. It is strongly recommended that further action be taken by the 1958 Grand Jury to correct this situation.

WM. A. STRACHAN, Chairman

LEONA SKINNER

PETER LALLAS

LESTER E. WEAVER





## REDEVELOPMENT AGENCY

The Redevelopment Committee presents its annual report as concerns the Redevelopment Agency.

The Redevelopment Agency of the City and County of San Francisco was first organized on October 4, 1948 and has been carrying on its duties since that date. This Agency is under the direction of five members nominated by the Mayor and confirmed by the Board of Supervisors. The Agency has as its Chairman, J. L. Alioto; Vice-Chairman, Lawrence Palacios; Secretary, M. C. Herman, and a full time Agency Director, Eugene J. Riordan.

The Redevelopment Agency Committee of the 1957 Grand Jury has been kept up to date by attending the Agency's meetings and receipt of reports of weekly and special meetings.

At the beginning of this Committee's term, the Agency board members were as follows: Chairman, Joseph L. Alioto; Vice-Chairman, Lawrence Palacios; Dr. J. Joseph Hayes, John W. Mailliard, III, and Sydney G. Walton. On May 14, 1957 Mr. Mailliard was replaced by Roy N. Buell and on August 27, 1957 Dr. Hayes, whose term had expired after serving nine years on the Board, was replaced by J. L. Merrill.

The Agency was primarily organized, as this Committee understands the problem, to clear San Francisco of its slums and neighborhood blight--the word "blight" being used reservedly. The projects considered most important are the Western Addition, Area A (35 acres); Diamond Heights, Area B (324 acres) and Area E, Golden Gateway, (28 blocks).

Area A, or the Western Addition, was ruled on August 2, 1958 by the Board of Supervisors as being so-called "blighted"; Area B, Diamond Heights, in July 1950; Area D, South Market, on August 30, 1953 and Area E, Golden Gateway, on February 21, 1955.

There has been severe criticism from the local newspapers, as well as others, interested in the progress of such projects and in some instances undoubtedly such criticism is in order, but the Committee feels that, because of Governmental regulations and red tape, the Agency has had problems not solely their fault.

### Area A - Western Addition

The Western Addition, as of recent date, appears to have been given the impetus that is hoped will bring about a steady improvement in progress, by the appointment of Colonel Potts who was selected by the Mayor as full time coordinator.

On December 5, 1956, the Federal Government extended to the Agency a contract that provided for a loan in the amount of approximately \$16,700,000.00 and a grant amount of approximately





(Redevelopment Agency - continued)

\$8,500,000.00. As a result of this money, a second appraisal of all property anticipated being acquired in the area was started. It was hoped that by the latter part of 1957 enough property will be acquired on the North Side of Geary Street to allow an early start of the underpass on Geary Street between Webster and Steiner Streets. The owners of the property in this area appeared to be well satisfied, as approximately 90% of them agreed to the plan of sale.

The Agency is proceeding to secure up-to-date information needed in making an analysis of what the occupants need in future housing and moving expenses. In the same manner, the Agency, through this survey, is able to inform all residents and businesses about the project and how they will eventually be affected.

Area B - Diamond Heights

One of the biggest problems that confronted the Diamond Heights Project was recently overcome when a Superior Court jury, in the latter part of November, finally settled the price to be paid for 74 lots at a figure of \$137,860.00. The Redevelopment Agency had offered Atlas Realty \$87,000.00, whereas Atlas Realty had asked \$152,000.00. It was the first of 40 condemnation suits brought by the City to acquire 300 lots and, as this was the key suit, it is felt the purchase of all other lots should go without any further legal problems.

In this Development, the Agency will take all of the property, lay out contour streets, plan shopping areas, homes, apartments and recreational areas for 7,000 people. The land will then be sold to the highest bidder at public auction.

As of June 30, 1957, the Agency had acquired approximately 300 parcels which is about 50% of the privately owned property to be purchased. The remaining 50% is owned by various individuals, firms and estates which should now, as a result of the recent suit, be acquired without too many legal complications. As of July 30, 1957, 31 improved properties had been purchased and 90% of the people have moved from the area. With this movement there are relatively few families left on the project and it is anticipated they will be moved without undue hardship.

On October 15, 1957, a further step forward was taken by the Agency in the sale of the Agency's preliminary loan notes for approximately \$5,000,000.00; Salomon Bros. and Hutzler of New York City, New York, being the lowest bidders.

The latest hope is that by the middle of 1958, eight years since the project was conceived, the land will be cleared, paved, and piped and ready for sale, including house, apartment, school, and store sites which will serve approximately 2,200 families. It



(Redevelopment Agency - continued)

is anticipated that most of the \$8,000,000.00 cost of this project will be recovered when the developed land is sold.

Area E - Golden Gateway

The Produce Market area is now being appraised and should be completed, the Agency hopes, in the middle part of February 1958. This appraisal is of the property only and does not take into consideration machinery and equipment within the buildings. As this information will also be needed, the Board of Supervisors is being asked to appropriate \$37,500.00 for such appraisal. Due to the Federal Government's rules and red tape, again this area has been stymied until they change the rule on how much of the area must be residential to qualify it for Federal aid.

It appears to be the consensus of opinion that San Francisco is lagging far behind any United States city in its fight against slums and blight. However, the City's redevelopment projects including Golden Gateway and Diamond Heights, are among the best, and after they are completed, it is felt they will be comparable to Philadelphia's "Penn Center" and Pittsburgh's "Golden Triangle"-- incidentally, both being private redevelopments. Sacramento, Oakland and Los Angeles are well ahead of San Francisco in these endeavors.

As redevelopment is such a tremendous undertaking, this Grand Jury Committee does not feel that it is qualified to either praise or condemn the Redevelopment Agency. It is this Committee's sincere hope, now that many of the obstacles have been removed, that the Agency will be allowed to proceed at a rapid pace. It is also the Committee's feeling the Citizen's Committee should be allowed to participate with complete cooperation of the Agency, as they have been allowed to do in Pittsburgh, Philadelphia, and Oakland, California. Private enterprise should also be given as much participation in the development of these projects as possible.

CHARLES J. SCOTT,IN, Chairman

WILLIAM A. STRACHAN

LESTER E. WEAVER



## MAYOR

George Christopher has been serving the City of San Francisco as Mayor for the past two years. We consider his major accomplishments during this period to be the following:

### North Beach Library

After fifteen years of fruitless searching and bickering for a site for a branch of the Public Library in the North Beach area, Mayor Christopher held conferences with the Recreation and Park Commission and the Library Commission and effected a compromise in order to construct this long needed library facility within the confines of the North Beach Playground area. This library is now under construction.

### Palace of Fine Arts

Actively supported legislation to apportion two million dollars from the State Division of Beaches and Parks' Tideland Oil Funds for the rehabilitation of the Palace of Fine Arts. This is another long standing problem on the way to solution.

### Alcoholic Rehabilitation

Spearheaded the creation of a Committee for Study of the Alcoholic Problem, Sheriff Matthew Carberry, Chairman, which resulted in the establishment of an alcoholic rehabilitation center at the Hassler Health Home, Redwood City. As a part of this program, one of the largest conferences on alcoholism was held in San Francisco to discuss this problem, which was attended by outstanding authorities.

### San Francisco-San Mateo County

Established a committee to discuss mutual problems of San Francisco and San Mateo Counties. This committee meets regularly to insure the greater progress of both counties. This program is intended to end long standing controversies between the two counties.

### Parking

By frequent meetings with the Parking Authority, spurred the development of new parking sites, in particular Fifth and Mission and Sutter and Stockton garages. At the present time, the Mayor is working with the Parking Authority on the proposed Civic Center underground garage.

### Log Cabin Ranch for Boys

Through the appointment of a committee, headed by Mr. Elmer Skinner, the construction of a mechanics school building at the Log







MAYOR - continued)

Cabin Ranch for Boys was realized at no cost to the taxpayers.

#### Municipal Railway

The Mayor gave support to the efforts of the Public Utilities Commission to negotiate for the leasing of 66 new President-type modern street cars, some of which have arrived and are replacing present obsolete equipment.

#### Civic Center Exhibit Hall

Through his monthly cabinet meetings, the Mayor has been constantly on the alert to expedite the construction of the Civic Center Exhibit Hall, now over 70% finished. Its completion is assured for March 1958, in time to accommodate the School Administrators Convention, as well as other major conventions to be held in San Francisco. This Exhibit Hall will make possible the attraction of major conventions and exhibits of national importance to San Francisco.

#### Major League Baseball

Through his untiring efforts and many conferences with major league interests, the New York Giants sought and received permission to transfer their franchise to San Francisco, thus assuring the citizens of the Bay Area major league baseball. The five million dollar bond issue, passage of which was vigorously supported by the Mayor, who was then a member of the Board of Supervisors in 1954, will now be utilized for the construction of a stadium to accommodate the San Francisco Giants as well as many other events.

#### Police Department

To insure greater efficiency in the Police Department, the Mayor has, through his Police Commission, engaged Mr. Bruce Smith, nationally recognized police authority, to conduct a survey of the present organization of the department for the purpose of increasing the efficiency of this vital branch of city government.

#### Narcotics

Urged closer liaison by federal, state and local officials to combat the serious problem of narcotics. The Mayor has given immediate endorsement and support to the endeavors of the special Narcotics Investigation Committee of the Grand Jury in its intensified study of the vicious narcotics problem.

#### World's Fair

Proposed that a World's Fair be held in San Francisco during



(MAYOR - continued)

1962, and initiated steps to obtain permission from the International Bureau of Exhibitions to hold such a fair. An advisory committee has been appointed.

#### Crusade for Freedom

Was appointed by Crusade for Freedom, Inc. to head a delegation which inspected Radio Free Europe facilities, and the Mayor actively participated in the organization's program as spokesman for the group.

#### Budgets

Initiated a business-like approach to the problem of financing yearly expenditures of city government, which included systematic inclusion of moneys for necessary repairs to public buildings, preventing further deterioration and more costly rehabilitation. The big backlog of repair work required is being caught up.

#### Libraries

Encouraged the inclusion of sufficient funds for branch library expansion and approved the purchase of a mobile branch library for outlying areas, thus serving more people at less cost.

#### Hall of Justice

Initiated and supported a bond issue for the construction of a modern Hall of Justice to supplant the outmoded and inadequate quarters now occupied.

#### Federal Office Building

By personal visits to Washington, D. C. and upon conferring with Mr. Franklin G. Floete, Administrator of the General Services Administration, received definite assurance that funds would be made available for construction of the largest federal building west of Chicago. Funds for the purchase of land have been made available and negotiations are now underway to acquire the block bounded by Golden Gate Avenue and Polk, Turk and Larkin Streets, San Francisco. Mr. Floete himself has stated that this grant is due to Mayor Christopher's persistence.

#### Port of San Francisco

Cooperated with the Port Authority in submitting a proposed fifty million dollar revenue bond issue for the rehabilitation of the port of San Francisco. The Mayor will appoint a statewide committee to assure passage of the bonds next year.



(MAYOR - continued)

#### San Francisco International Airport

With the successful passage of the 1956 twenty-five million dollar Airport Improvement Bonds, urged the Public Utilities Commission and the Board of Supervisors to meet with officials of the airlines to discuss increase in rates and fees in order to bring about an early amortization of the bonds.

#### Schools

Actively supported the successful passage of the 1956 School Improvement Bonds in the amount of twenty-seven million dollars to provide adequate school facilities for San Francisco's rapidly growing population.

#### Rapid Transit District

Mayor Christopher spearheaded the formation of the Bay Area Rapid Transit District. San Mateo County was reluctant to be included, but after numerous phone calls and conferences with civic officials of San Mateo County, they have decided to become a member of the Bay Area Rapid Transit District.

#### Urban Renewal

In order to co-ordinate the various agencies concerned with urban renewal the Mayor appointed an Urban Renewal Co-ordinator, as a first step for Federal approval of a "workable program" to eradicate slum areas and improve neighborhoods within the City of San Francisco.

#### Bureau of Commerce

Proposed the establishment of a Bureau of Commerce to sponsor festivals such as Chinese New Year and other city celebrations, to attract visitors and tourists alike.

#### Non-Stop Air Service

Proposed and encouraged various airlines to add additional and new non-stop air service between San Francisco and principal cities of the United States as well as foreign nations.

#### Small Boats Harbor

Appointed a Special Citizens Committee for the purpose of seeking state funds for the development and enlargement of small craft facilities for San Francisco.



(MAYOR - continued)

Cabinet Meetings

Initiated a system of cabinet meetings, which bring all department heads together in one room to discuss problems and solve them expeditiously. Eliminates tedious letter writing and delays. This has expedited much work and saved great sums.

Because San Francisco is a great port city, gateway to the Orient, and so well and favorably known around the world, its Mayor is more in the public eye than the mayors of most less prominent American cities, and we feel that he has represented us in a dignified and responsible manner. The entire Grand Jury agrees that Mayor Christopher has been honest and diligent and has devoted himself unsparingly to the discharge of his duties.

LESTER E. WEAVER, Chairman

MRS. LEONA SKINNER

HAROLD HOTCHNER





## ASSESSOR

This Committee has conferred with ASSESSOR RUSSELL L. WOLDEN and the division and administrative chiefs of his office.

The work of the Assessor's office includes the locating, valuing, and enrolling of all legally assessable property in the county.

The Assessor's work is reflected in the assessment roll which this year, for the first time, topped the two billion dollar mark, surpassing last year's roll by \$100,737,796 in assessed valuations. Continuous land valuation studies were supplemented by a specialized project covering all industrial property South of Army Street and East of Bayshore Boulevard. This study, plus the rising land values of the lower Market Street area, accounts for the major part of the two million dollar increase in land assessments for this year. The building values of the City increased more than sixteen million dollars in assessed values over those for the prior year. Equity in the assessments of Assessor Wolden and his staff is somewhat proven in the fact that approximately one half million assessments were made with only twenty-three complaints filed with the County Board of Equalization.

San Francisco faces a critical situation so far as the tax base of the City and County is concerned. Two areas must be considered. First the area of taxability of real property, and secondly, personal property assessments. Taking this in order, the major problem in the assessment of real estate, as has been pointed out by Mr. Wolden, is that due to State and Federal Government use of land, only 46% of the land area of San Francisco is taxable.

This Committee compliments Assessor Wolden on initiating a program of out-of-state audits of firms doing business in San Francisco, but whose headquarters are located in other states. This has accomplished two results:

(a) Out-of-state firms doing business in San Francisco are carrying their fair share of the local tax burden, and, assessment-wise, enjoy no competitive advantage over local firms.

(b) These audits have, over the years, brought approximately one million dollars of additional tax revenue to the City and County of San Francisco at an overall cost of \$24,000 for expenses of the traveling auditors.

The studies of this Committee lead to the following conclusions:

1. The budget of the Assessor should be given most careful study and attention by the Mayor and the Board of Supervisors in considering his request for additional technicians, such as land appraisers, building appraisers and property auditors.



(Assessor - Continued)

2. We are informed that two percent of the total property tax levied is almost universally conceded to be a reasonable amount for the operational costs of a modern Assessor's office. The San Francisco office operates at less than two per cent. The Assessor and his staff are to be complimented for their efficiency.
3. Extreme diligence must continue to be exercised by the Assessor in constant review of the taxable property, especially the real property in this City and County.
4. The Committee is aware of the fact that the Assessor has from time to time recommended that attention be given by the authorities to gain a release of a portion of the Federal Presidio property to the City and County of San Francisco, and it recommends that the Assessor continue his study of this problem and that he submit to the 1958 Grand Jury a complete statistical study of this matter, including his recommendation for action.

The Committee thanks the Assessor, Mr. Wolden, and his staff for their courtesy and cooperation and their willingness to supply information.

LEONA SKINNER, Chairman

E. WALTER MC CARTHY

PHILIP DINDIA



DISTRICT ATTORNEY; CITY ATTORNEY; PUBLIC DEFENDER

District Attorney

The various divisions of the Office of the District Attorney with one exception, are housed under a single roof at 617 Montgomery Street. The first floor is primarily devoted to the Bureau of Family Relations and the Aid to Needy Children Division; the Complaint and Municipal Court divisions are on the second floor, and on the third and fourth floors are the Superior Court, Reciprocal Aid and Fraud divisions, as well as numerous other miscellaneous segments of the office. The Juvenile Court division is located at the Youth Guidance Center, 375 Woodside Avenue.

The District Attorney's office will move to the new Hall of Justice at Seventh and Bryant Streets when construction of that building is completed in 1961. Since the criminal courts and all criminal law enforcement agencies of San Francisco will be under one roof at this new location, and in a modern, carefully planned building, it is reasonable to assume that greater efficiency and closer cooperation should be the result.

During the fiscal year 1956-57 the District Attorney reports that in the Municipal Court his office prepared and filed 50,377 complaints, as compared with 39,565 for the previous fiscal year. This increase is due in part to the present Police Department policy of booking and having every drunk arrest in court.

In the same fiscal year, 1183 defendants came into the Superior Court by certification, information or indictment. Of this number 1036 were convicted after trial or entered pleas of guilty, resulting in a conviction figure of 87.5%. There were 152 jury trials as compared with 91 for the prior year; and there were 159 court trials as compared with 133 non-jury trials for the prior year, making a total of 311 as against 224.

The District Attorney's office has many important functions other than those commonly considered as coming under the heading of prosecutor. One of these is performed by the Aid to Needy Children Investigation Division. This division has been maintained since 1951 to investigate all cases where Aid to Needy Children funds have been granted and to explore the suitability of prosecution as a means of support.

Your Committee is impressed by the vast sums of money paid out in Aid to Needy Children benefits in California, and feels that it is imperative that diligent action be taken against absconding parents and those who are wrongfully receiving aid. For this reason we are pleased to note that the District Attorney has accepted his full responsibility in this matter, and has been able to effect a saving estimated at over half a million dollars a year.





(District Attorney - continued)

Grand Juries in the past have recommended that an investigative staff be provided for the District Attorney's office, as is generally the practice in major district attorneys' offices throughout the country. We believe this to be necessary for adequate law enforcement, and therefore recommend that such a staff be authorized.

Your Committee has had many opportunities to observe members of the District Attorney's staff in action, and we wish to congratulate Mr. Thomas C. Lynch, our District Attorney, on the intelligent and efficient manner in which the work of this office is conducted. We also wish to compliment Mr. Norman Elkington, Chief Assistant District Attorney, on the competent manner in which he has presented cases to this Grand Jury.

City Attorney

The City Attorney, Mr. Dion R. Holm, is the chief civil legal officer of the City and County of San Francisco, and as such represents the City and County in all litigation in which it is involved. At the present time, on the average, 2.71 cases are being filed per court day in which the City and County is either plaintiff or defendant. There are now approximately 1,500 cases awaiting trial and the backlog is increasing.

In addition to the trial work, the duties of the City Attorney include the following:

1. Representing the various municipal departments, including the Public Utilities Commission and all departments under that Commission, which includes the Airport, Water Department, Hetch Hetchy System, Municipal Railway, and the Bureau of Light, Heat and Power, the Department of Public Works, the Health Department, the Recreation-Park Department, the Redevelopment Agency, and the Parking Authority.
2. The preparation of all bond issues involving the City and County of San Francisco and the Unified School District, and the preparation and approval of all contracts and of all ordinances and resolutions of the Board of Supervisors.
3. Advising the Mayor, all elective officials, appointed commissioners, and heads of departments on legal matters.

The above summary, while not in detail, gives some idea of the multiplicity of legal matters handled by this office. Under date of September 13, 1957 City Attorney Holm submitted to Mayor Christopher his report describing the activities of his office for the fiscal year ending June 30, 1957, a copy of which has been made available to your Committee. The detail of this report gives the reader an appreciation of the increase in the work of the office, both in



(City Attorney - continued)

the volume of matters handled and in the growing complexity of the legal problems confronting the City in carrying out its governmental and proprietary functions.

Despite the importance of the work of this office, it has been pointed out by grand juries for a number of years that the quarters assigned to the City Attorney in the City Hall are inadequate and the staff insufficient to properly attend to the increasing work load.

As an attempt to solve the space problem, a portion of a hallway has been blocked off on the entire southeast portion of the second floor of the building to provide space for office and library facilities. The reception room, telephone exchange and desks for law clerks are located in a part of this hallway, while the desks of four stenographers and the librarian, and the library itself, fill the balance of the area. The library serves as a corridor to about half of the offices, and also is used as a waiting room for prospective witnesses who are waiting to testify in court. Ventilation of this converted hallway area is inadequate, and there is no satisfactory means of temperature control.

At least nine attorneys have no private offices, and the offices of many of the attorneys can be reached only by passing through the offices of other attorneys. The main stenographic room, which houses seven stenographers, is far too small for this number of employees.

Your Committee feels that the City and County of San Francisco is fortunate to have as its City Attorney a man with the outstanding qualifications of Mr. Dion Holm. To assist him in the discharge of the heavy responsibilities of his office, we wish to recommend:

1. That steps be taken without further delay to furnish this office with more adequate quarters.
2. That consideration be given to increasing the professional and clerical staff.

Public Defender

The offices of the Public Defender are presently located at 700 Montgomery Street. Although in the opinion of your Committee the quarters are not entirely adequate, we are pleased to note that excellent provision is being made for this department in the new Hall of Justice, scheduled for completion in 1961.



(Public Defender - continued)

The office consists of the following personnel:

Public Defender  
Chief Deputy Public Defender  
Three senior attorneys handling felony cases in  
the Superior Court  
Three junior attorneys handling misdemeanor  
cases and preliminary hearings of felony cases in the  
Municipal Court  
One investigator  
One legal stenographer  
One general clerk-stenographer

Your Committee is pleased to note that at the election held on November 5, 1957 the voters authorized a confidential secretary for the Public Defender. This change will be accomplished by reclassification, and will not add another employee to the staff. However, it is a decided step forward and should result in greater efficiency.

The work handled by this office is growing. For the fiscal year ending June 30, 1957 there was an increase in the felony case load over the preceding year, and an increase of over 100% in misdemeanor cases. This office has represented indigents in misdemeanor cases only since February 1955. During the last fiscal year six appeals were filed - one in the Supreme Court and five in the District Court of Appeal.

A continuing effort is being made to improve the system of record keeping, and this should result not only in more complete records, but also in a saving of time required for this work.

Your Committee feels that the Public Defender, Mr. Edward T. Mancusc, and his staff are to be commended on their sincere efforts to see that all indigent defendants in criminal actions receive every protection of the law to which they are justly entitled.

DARRELL W. DALY, Chairman

PETER GIOVANZANA

LEONA SKINNER





## REAL ESTATE: SEALER OF WEIGHTS AND MEASURES

### Real Estate Department

Under the City Charter, the Director of Property, a civil service appointee, is the head of the Real Estate Department. Mr. Philip L. Rezos is the present Director of Property.

The Department is in charge of purchases and leases of real property and improvements required for all City and County purposes, and the sale or lease of real property owned by the City. It makes appraisals on all property acquired, and acts as agent for other City Departments in real estate matters.

During the fiscal year ending June 30, 1957:

The Real Estate Department negotiated land and right of way purchases for the various departments of the City and County, involving 146 parcels at a total cost of . . . . .	\$3,249,773.61
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Rentals on real property leased by the City for various departments totaled . . . . .	155,816.38
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Surplus City-owned property was sold at public auction and through eminent domain proceedings amounting to . . . . .	517,200.00
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Rentals received from leased City-owned property were . . . . .	567,422.96
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Appraisals made for the various City Departments, including the Parking Authority and the Board of Education, approximately . . . .	10,000,000.00
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In connection with the Redevelopment program, the Board of Supervisors has decreed that all real estate appraisals made for the Redevelopment Agency shall be subject to review and approval by the Real Estate Department. This office has had under permanent assignment to the Redevelopment Agency one Senior Right of Way Agent and one Right of Way Agent, who have been engaged in review of appraisals and negotiations. We believe that their work, which has been under the close scrutiny of the Director of Property, has been of invaluable help in the progress of the Redevelopment program.

It is also a function of the Real Estate Department, at the request of the Board of Supervisors sitting as a Board of Equalization, to investigate applications for reduction in assessments and make recommendations to the Board. During the past fiscal year, 24 applications for reduction in assessments were investigated and reported on, and there were three applications involving possessory interest.





(Real Estate: Sealer of Weights and Measures - continued)

On behalf of the Public Utilities Commission, the Real Estate Department has devoted a great deal of time and effort in the negotiations for the leases of airport lands for some of the major air line companies, including United Air Lines and Pan American, although only one lease has proceeded to final execution. A number of other leases have been substantially agreed upon and only the final details remain to be completed.

During the fiscal year, the Director of Property reported to the Mayor and prepared legislation on two jurisdictional transfers of real property between the different City departments, and investigated and prepared legislation on 13 street vacation proceedings.

The Director of Property directs the activities of the Civic Auditorium, for which the City received a total annual return during the last fiscal year of \$136,765.28.

A new Exhibit Hall, financed by a \$3,275,000 bond issue, is being constructed. This also will be under the jurisdiction of the Director of Property.

The personnel of the Real Estate Department is as follows:

Main Office:

Director of Property  
Assistant Director of Property  
2 Senior Right of Way Agents  
8 Right of Way Agents  
1 Draftsman  
1 Chief Clerk  
1 General Clerk  
3 Stenographers

Civic Auditorium:

Superintendent  
Assistant Superintendent  
1 General Clerk Stenographer  
1 Electrician  
1 Carpenter  
1 Painter  
1 Working Foreman Janitor  
8 Janitors  
1 Elevator Operator  
3 Watchmen  
1 Operating Engineer  
Carpenters (part time, as needed)  
Dressing Room Maids (part time, as needed)

In general, the operations of the Real Estate Department are satisfactory under the present work load. However, the coming years will undoubtedly require expansion. The provision mentioned above, in which the Board of Supervisors voted that all independent real



(Real Estate Department: Sealer of Weights and Measures - continued)

estate appraisals made for the Redevelopment Agency shall be subject to review and approval by the Real Estate Department, will probably require an expanded force.

Due to pressure for additional office space in the City Hall, it became necessary on August 1, 1957 to move the Real Estate Department office to the Civic Auditorium. This relocation has worked out somewhat better than was anticipated, although there is considerable inconvenience due to the physical separation from the City Hall. It is hoped that it will be possible in the near future to move back, either into the City Hall or into a City office building where the work of the office can be prosecuted more efficiently and conveniently in close physical proximity to other departments, particularly the Assessor, City Attorney, Recorder, Department of Public Works, and others.

With the probable expansion of the City real estate activities, additional office and stenographic help will be required, together with the necessary desks, typewriters, and other office equipment to accommodate the new people.

As a matter of information, it is pointed out that during the last year or two there has been almost a complete turnover of Real Estate Department personnel due to retirements at the top levels. The Chief Clerk and six Right of Way Agents have had less than one year's service with the Department as of the start of the fiscal year, July 1, 1956. In spite of this handicap, we believe that the operations of the Department have been generally satisfactory. We believe that the operations of the Department should work out somewhat more smoothly in the coming years.

Civic Auditorium

The Civic Auditorium continues to be a major problem due primarily to the fact that the building is more than 40 years old and is critically in need of major repairs and renovation. The problem is further complicated because it is generally felt that the building should be converted to conform more nearly to the requirements of a convention center, which means the conversion of the upper floors into meeting rooms of varying capacity. A further complication is the fact that due to the urgent need for more City Hall office space, various departments, including the Real Estate Department, are being moved into the building, which is a use contrary to the building's primary function.

Regarding the condition of the building, a case in point is the Main Arena canopy, which has been condemned by the Fire Department and which is about to be removed as a fire hazard. The removal of the canopy is listed as critical and funds have been provided for its removal; however, no substitute remedy is planned at the moment



Real Estate: Sealer of Weights and Measures - continued)

and the unsightly roof beams will be exposed to view, which will aggravate an already undesirable condition. At present, a study is being made through the Department of Public Works which will give some guidance to future plans for the building. The necessary major renovation will undoubtedly require a bond issue.

We outline the above problems admittedly with no recommendations for future action, but if the Civic Auditorium and the proposed Civic Center Exhibit Hall, which is scheduled for completion next year, are to provide the type of convention facility which we believe San Francisco deserves, we strongly recommend that refurbishing of the Civic Auditorium be given top priority.

Weights and Measures

This department, under the supervision of Mr. O. C. Skinner, Jr., the Sealer, performs a valuable public service in safeguarding the accuracy of all measuring devices used in the City and County.

The present equipment, with one notable exception, is adequate to perform the functions of this department efficiently.

However, the City has no meter-testing unit to test wholesale petroleum meters and liquid-carrying tanks.

It is a requirement of the State law for the City Sealer to test meters and tanks.

Section 12212 of the Business and Professions Code provides:

"Each sealer shall, at least once in each year, or as much oftener as he deems necessary, see that weights, measures and all weighing and measuring apparatus, used in his county are correct."

Section 12500 (b) reads as follows:

"'Measuring instrument' means any device, contrivance, apparatus, or instrument used, or designed to be used, for ascertaining measure and includes any tool, appliance, or accessory used or connected therewith."

The importance of providing the Sealer with the necessary equipment so he may comply with the State Law has been recognized by a number of previous Grand Juries.

The cost of the necessary equipment is approximately \$20,000.00

Only 13 other California counties are not now furnishing legal





(Real Estate: Sealer of Weights and Measures - continued)

meter testing, and of these 13, only San Luis Obispo (population 51,417) and Imperial County (population 62,975) have a population of more than 50,000.

Where the basis of settlement between the buyer and seller is the volume as determined by the vehicle tank meter, the necessity for proper and adequate meter testing becomes obvious.

Therefore, the 1957 Grand Jury joins its many predecessors in once again recommending the immediate installation of the necessary equipment.

ERNEST J. GREWE, Chairman

MRS. JEAN S. HAYS

TERENCE J. O'SULLIVAN



#### OTHER COMMISSIONS

The Legion of Honor, Art Commission, and De Young Museum appear to be conducted properly by administrators and employees. It is the regret of this committee that time did not permit an adequate survey of their operations, which fill a very necessary function in this city.

CAROLINE CHARLES, Chairman

ROGER NODEN

ERNEST GREWE



















